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ABSTRACT

This document consists of transcripts of a hearing held by the Subcommittee on Economic Opportunity of the Committee on Education and Labor of the House of Representatives, on the subject of crime in the schools. Intended as a follow-up to the publication by the National Institute of Education (NIE) of "Violent Schools--Safe Schools: The Safe School Study," the hearings were focused by subcommittee chairman Ike Andrews on the question of what the federal government could do to improve the situation in the schools. In addition to the hearing transcripts, this document contains prepared statements by those testifying, and supporting materials including letters, portions of the NIE report, and reprints of other related publications. (PGD)

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OVERSIGHT HEARING ON SAFE SCHOOL STUDY

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HEARING

BEFORE THE

SUBCOMMITTEE ON ECONOMIC OPPORTUNITY

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-FIFTH CONGRESS

SECOND SESSION

HEARING HELD IN WASHINGTON, D.C.
JANUARY 24, 1978

Printed for the use of the Committee on Education and Labor
CARL D. PERKINS, *Chairman*

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OVERSIGHT HEARING ON SAFE SCHOOL STUDY

TUESDAY, JANUARY 24, 1978

House of Representatives,
Subcommittee on Economic Opportunity,
Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to recess, in room 2257, Rayburn House Office Building, Hon. Ike Andrews (chairman of the subcommittee) presiding.

Members present: Representatives Andrews, Corrada, Quie, and Goodling.

Staff present: William F. Causey, majority counsel; Gordon A. Raley, legislative associate, majority, and Sandie J. Glover, staff assistant, minority.

Mr. Andrews. Ladies and gentlemen, let me welcome all of you to the hearing this morning which, as you know, concerns the question of school violence and vandalism.

We have several witnesses. Our first witness is a colleague and member of the Committee on Education and Labor from New York, the Honorable Mario Biaggi.

If you are prepared, we will be happy to hear from you as our leadoff witness.

Congressman Biaggi.

[The prepared testimony of Congressman Biaggi follows:]

TUESDAY, JANUARY 24, 1978

TESTIMONY OF THE HONORABLE MARIO BIAGGI OF NEW YORK
BEFORE THE SUBCOMMITTEE ON ECONOMIC OPPORTUNITY

SURVIVAL IN SCHOOL ONCE MEANT MERELY PASSING EXAMINATIONS. TODAY, SURVIVAL IN MANY AMERICAN SCHOOLS MEANS ESCAPING FROM THE THOUSANDS OF CRIMINALS WHO ROAM HALLWAYS AND PLAYGROUNDS WITH UNRESTRICTED EASE AND TERRORIZE STUDENTS AND TEACHERS ALIKE.

THE FACT IS, SCHOOL VIOLENCE AND VANDALISM IS ON THE RISE IN THIS NATION AND WE HAVE NO FEDERAL STRATEGY TO COMBAT IT. THIS IS INEXCUSABLE, ESPECIALLY WHEN CONSIDERING THE OMINOUS THREAT THIS PROBLEM POSES FOR OUR EDUCATIONAL SYSTEM.

I HAVE PROPOSED LEGISLATION, H.R. 180, WHICH WOULD PROVIDE FEDERAL FUNDS UNDER THE ELEMENTARY AND SECONDARY EDUCATION ACT, TO LOCAL SCHOOLS TO IMPROVE THEIR PHYSICAL AND INTERNAL SECURITY. MY BILL WOULD REQUIRE THAT ALL CRIMES BE REPORTED BY SCHOOL ADMINISTRATORS, WHO, BY FAILING TO ADMIT THAT THERE IS A CRIME PROBLEM IN THEIR SCHOOLS, ARE ACTUALLY CONTRIBUTING TO ITS EXISTENCE.

OBVIOUSLY, HARDWARE AND EXTRA SECURITY PERSONNEL ARE NOT A TOTAL SOLUTION. PROGRAMS WHICH PROVIDE COUNSELING SERVICES TO PREVENT CRIMINAL ACTIVITY, SUCH AS THE ALCOHOL AND DRUG ABUSE EDUCATION PROGRAM ADMINISTERED BY THE U.S. OFFICE OF EDUCATION, ARE ALSO ESSENTIAL.

AS WE EMBARK UPON THE PROCESS OF REVISING THE ELEMENTARY AND SECONDARY EDUCATION ACT, WE MUST INCLUDE FUNDS FOR A COORDINATED ATTACK ON SCHOOL VIOLENCE AND VANDALISM. I AM COMMITTED TO THIS EFFORT. WHAT SENSE IS THERE IN PUMPING BILLIONS OF FEDERAL DOLLARS INTO ELEMENTARY AND SECONDARY SCHOOL PROGRAMS, IF THE ENVIRONMENT WITHIN THE SCHOOLS ARE UNSAFE?

MY HOME CITY OF NEW YORK WAS STUNNED JUST TWO WEEKS AGO, BY THE FIRST MURDER TO OCCUR IN A PUBLIC SCHOOL. THE VICTIM WAS STABBED TO DEATH. THERE IS SOMETHING RADICALLY WRONG, WHEN STUDENTS CAN ENTER SCHOOL PREMISES CARRYING KNIVES OR OTHER DEADLY WEAPONS AS EASILY AS THEY CAN WITH BOOKS.

I HOPE THIS HEARING TODAY WILL SERVE AS A SPRINGBOARD FOR POSITIVE ACTION BY THE CONGRESS TO REMOVE VIOLENCE FROM THE CURRICULA OF AMERICA'S SCHOOLS. I COMMEND YOU, MR. CHAIRMAN, AND THANK YOU FOR THIS OPPORTUNITY TO TESTIFY.

STATEMENT OF HON. MARIO BIAGGI, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. BIAGGI. Thank you very much, Mr. Chairman, Mr. Corrada.

Survival in school once meant merely passing examinations. Today survival in many American schools means escaping from the thousands of criminals who roam hallways and playgrounds with unrestricted ease and terrorize students and teachers alike.

The fact is, school violence and vandalism is on the rise in this Nation and we have no Federal strategy to combat it. This is inexcusable, especially when considering the ominous threat this problem poses for our educational system.

I have proposed legislation, H.R. 180, which would provide Federal funds under the Elementary and Secondary Education Act to local schools to improve their physical and internal security. My bill would require that all crimes be reported by school administrators, who, by failing to admit that there is a crime problem in their schools, are actually contributing to its existence.

Obviously, hardware and extra security personnel are not a total solution. Programs which provide counseling services to prevent criminal activity, such as the alcohol and drug abuse education program administered by the U.S. Office of Education, are also essential.

As we embark upon the process of revising the Elementary and Secondary Education Act, we must include funds for a coordinated attack on school violence and vandalism. I am committed to this effort. What sense is there in pumping billions of Federal dollars into elementary and secondary school programs if the environment within the schools are unsafe?

My home city of New York was stunned just 2 weeks ago by the first murder to occur in a public school. The victim was stabbed to death. There is something radically wrong when students can enter school premises carrying knives or other deadly weapons as easily as they can with books.

I hope this hearing today will serve as a springboard for positive action by the Congress to remove violence from the curricula of America's schools.

I am especially heartened, Mr. Chairman, because I recall a decade ago when the educators of America first refused to recognize that problems existed of this nature and so resented the intrusion of any semblance of law enforcement. The notion of security within school systems was repugnant to them.

Happily, however, over the ensuing years there has been some recognition of the facts and reality of life.

I have also contended that in the last decade, at least, that the schools have become an extension of the streets as far as the safety and criminality issues are concerned.

I commend you, Mr. Chairman, for holding this hearing because I am hopeful that by doing that and focusing attention on the problems, the Congress will respond to the very obvious need that simply screeches for response on the part of Government and all responsible segments of our community.

Mr. ANDREWS. Thank you, Mr. Biaggi, not only for a very fine statement but a very brief one, which, nevertheless, covered the subject. We appreciate your being here.

Congressman Corrada, do you have any questions?

Mr. CORRADA. I just wanted to commend the gentleman from New York for appearing here today before us in this hearing. At the time this subcommittee was considering last year the Juvenile Justice Crime Prevention Act, I was very much interested in including a title in that piece of legislation addressing ourselves to the problem of school violence.

At the time it was considered that it would be preferable to have this matter considered separately and the chairman of the subcommittee was very gracious in commiting himself to holding these hearings early during the second session of the 95th Congress.

Definitely, I want to tell my colleague that as a member of this subcommittee I very much endorse the concept that you have stated. I feel that it is necessary for Congress to take a look into this very serious situation. I believe that since the school environment is different in many respects from the street that we should take an approach that is tailormade to cope with the problem of school violence taking into consideration not only the needs and environment of the school but at the same time seeing that it is strong enough to be meaningful in coping with this very serious problem.

I am aware of the problems of school violence not only in the city of New York and in the State of New York, but in many other places across the Nation, and also I would like to state that in Puerto Rico we have a serious problem with respect to the school violence situation, and I look forward for this subcommittee to come up with a good piece of legislation, and I look forward also to the help of our colleague in terms of the ideas he has presented through his bill, and other Members of Congress, in preparing a good piece of legislation that will help the Nation to cope with this very serious problem.

Mr. BIAGGI. Thank you very much. I share the gentleman's sentiments, especially when he makes reference to a tailormade program. I think the program should be flexible enough so that each situation could be treated a little differently.

I don't think that the schools that don't find it necessary should apply simply to be the beneficiary of Federal funds. That is what we have seen with many Federal programs. In the end, that dissipates the Federal funds and makes it a paltry sum available to critical areas.

I have the same concern about the atmosphere in the educational institutions of our country. Yet, on the other hand, where we do have a state of fear in existence, actions commensurate with that state of fear should be taken, because until we have tranquility restored to our educational institutions I don't believe that we can maximize the taxpayers' dollars, and develop the potential that the young people have, and permit the teachers to teach in the proper frame of mind. Hence, it would be a curtailment of the whole teaching process.

Thank you very much, Mr. Chairman.

Mr. CORRADA. I agree with that flexibility in being able to cope with the most serious problems with reasonable means to be able to be effective in terms of eliminating the problem.

Mr. BIAGGI. Thank you, Mr. Chairman.

Mr. ANDREWS. Next we have Dr. Patricia Graham, Director of National Institute of Education. Accompanying her is Dr. David Boesel, who is Director of the Safe School Study.

I might say that I hope during our testimony today we not concentrate so much on illustrations, or statistics, or other means of communicating the problem which exists. I think that is probably well known to every one here. We may not know the exact figures of violence in the schools in a given State but I think, nevertheless, we are all aware of what the problem is and we all all desirous of finding a solution.

The question is, why should the Federal Government enter into solution making in this area. That is the question, rather than reiterating over and over the fact that we have a problem. I hope we can confine ourselves primarily to the matter of why the Federal Government should act in this area.

[Prepared statement of Mr. Boesel follows:]

STATEMENT OF DAVID BOESEL, DIRECTOR, SAFE SCHOOL STUDY, NATIONAL INSTITUTE OF EDUCATION

Mr. Chairman, members of the Subcommittee, I am David Boesel, Director of the National Institute of Education's Safe School Study, and I am pleased to have the opportunity to participate in the hearings on School Violence and Safe Schools.

I would like to make a brief statement about the NIE Safe School Study, and have for the Subcommittee's use the Overview and Introduction to Volume I of the Report. These chapters describe the methodology used in the Study and give a more detailed explanation of its findings and recommendations.

In recent years, public attention has been focused increasingly on crime and violence in schools. Parents, teachers, and school administrators have all voiced their concern. Inquiring into the sources of delinquency throughout society, the Senate Subcommittee to Investigate Juvenile Delinquency noted mounting evidence of school violence and vandalism. Yet systematic data have not been available to describe the problem and to suggest means to deal with it.

To provide such information, Congress, as part of the Education Amendments of 1974, required the Department of Health, Education, and Welfare (HEW) to conduct a study to determine the frequency and seriousness of crime in elementary and secondary schools; the number and location of schools affected by crime; the cost of replacement or repair of objects damaged by school crime; and how school crime can be prevented.

The 3-year study conducted by the National Institute of Education is based on a mail survey of over 4000 elementary and secondary schools, an on-site survey of 642 secondary schools, and case studies of 10 schools. It also includes information from a companion survey conducted in 1975 by the National Center for Education Statistics and from other studies.

Before going into the results of the Study I'd like to point out that estimates of the amount of crime, whether in the school or in society, vary greatly with the data collection methods used. If you ask principals how many assaults occurred intheir schools in a month's time, you get one answer. If you ask students in the same schools whether they've been attacked in the same month, you get a very different answer. If would be nice if we could regard the students' responses as definitive, but sometimes they report incidents that occured in earlier months, or exaggerate the number of times they were attacked, or, out of fear or embarrassment, fail to report incidents that occurred.

This is not to argue that nothing intelligent can be said about the amount of crime in schools, but to emphasize that that Study's estimates can only be rough approximations. Even so, they tell us a good deal about the dimensions of the problem and are particularly useful for making comparisons within a given data set.

HOW SERIOUS IS THE PROBLEM OF CRIME AND DISRUPTION IN THE SCHOOLS?

There is no objective answer to this question, because there are no standards of overall seriousness to assess the problem. In this report we have used four different measures in an effort to characterize the seriousness of the problem.

Time Trends

The evidence from a number of studies and official sources indicates that acts of violence and property destruction in schools increased throughout the 1960's to the early 1970's and leveled off after that. The NIE data are consistent with these findings. Principals' assessments of the seriousness of violence and vandalism in their schools for the years 1971-1976 showed no overall change. In fact, they suggested some improvement in urban areas.

Risks at School and Elsewhere

An analysis of data from 26 cities in the Law Enforcement Administration's National Crime Survey indicates that the risk of violence to teenagers is greater in school than elsewhere, when the amount of time spent at school is taken into account. (Data from at least one other study support this finding.)

Although teenage youth may spend at most 25 percent of their waking hours in school, 40 percent of the robberies and 36 percent of the assaults on urban teenagers occurred in schools. The risks are especially high for youths aged 12 to 15: a remarkable 68 percent of the robberies and 50 percent of the assaults on youngsters of this age occurred at school. Only 17 to 19 percent of the violent offenses against urban youths in this age group occurred in the streets.

The Principals' Opinions

In a third approach to gauging the seriousness of school crime, we relied on the assessments of elementary and secondary school principals. Six percent of the principals reported a fairly serious problem, and 2 percent a very serious one. In all, then, 8 percent of all schools indicated a serious problem. This figure represents approximately 6,700 schools in the Nation.

An Objective Measure of Seriousness

As a fourth measure of the seriousness of school crime, we identified schools reporting five or more illegal incidents in a month's time as having a serious problem. The figures obtained in this way agreed substantially with those derived from the principals' reports.

EXTENT OF THE PROBLEM

The survey data permit an assessment of the risks of offenses against persons and against the school, and also indicate the prevalence of "victimless offenses," particularly drug and alcohol use.

Theft is clearly the most widespread of the personal offenses measured. About 11 percent of the secondary students and 12 percent of the secondary teachers reported having something worth more than $1 stolen from them in a month's time. Most of the thefts involved items such as small amounts of money, sweaters, books, notebooks and other classroom materials. Only one-fifth of the reported thefts involved money or property worth $10 or more.

A little over 1 percent of the students and one-half of one percent of the teachers reported being attacked at school in a typical month. This represents about 280,000 secondary students and around 5000 teachers. Attacks on teachers were much more likely than those on students to require medical attention: almost one fifth (19%) of the attacks on teachers resulted in treatment by doctors, as compared to 4% of those on students.

Reports of Principals

Estimates of offenses against schools, rather than persons, come from the principals' reports, and are probably conservative. Most widespread are the property offenses--trespassing, breaking and entering, theft of school property, and deliberate property destruction. Of these property destruction is the most prevalent. Typically, a school's risk of experiencing some vandalism in a month is greater than one in four. The average cost of an act of vandalism is $81. In addition, 1 out of every 10 schools is broken into, at an average cost per burglary of $183. Schools are about five times as likely to be burlarized as commerical establishments such as stores, which have the highest burglary rates reported in the National Crime Survey.

Estimates of the annual cost of school crime run from about $50 million to $600 million, with most estimates clustering in the $100-$200 million range. Our best estimate of the yearly replacement and repair costs due to crime based on NCES data is around $200 million.

Location and Education Level

For property offenses, the risks to schools do not differ much throughout metropolitan areas--urban and suburban. Indeed, the per capita cost of school crime is higher in the suburbs than in the cities. Moreover, according to secondary school students, beer, wine and marijuana are widely available in schools throughout metropolitan areas, especially in senior high schools. School crime is not just an urban problem.

On the other hand, the risks of personal violence increase with the size of the community. And, in general, the risks of all types of offenses are lowest in rural areas.

The incidence of theft is about the same in senior highs and junior highs, but personal violence is most pronounced in junior highs. Indeed the risks for junior high students are about twice as great as for those in senior highs.

For students, the classrooms are the safest place in school, considering the amount of time spent there. The risks are highest during the between-class rush in the hallways and stairs. Other places that pose substantial risks are the restrooms, cafeterias, locker rooms, and gyms.

Reporting Offenses to Police

Only a small portion of violent offenses is reported to the police by schools. Of the attacks with injury recorded for the survey, only one-sixth were reported to police. Even when serious violence is involved, as with attacks requiring medical treatment, only about one-third of the offenses are reported. On the other hand, the majority of certain offenses against the school--especially burglaries--are reported.

VICTIMS AND OFFENDERS

With the exception of trespassing and breaking and entering, the great majority of all reported offenses in schools are committed by current students at the school. With minor exceptions, the risks of being a victim of either attack or robbery in secondary schools declines steadily as grade level increases. Seventh graders are most likely to be attacked or robbed and 12th graders are least so.

The risks of violence are greater in schools whose student compositions are less than 40 percent white. However, our analysis shows that there is no relation between a school's racial/ethnic composition and the risks of violence there, once other factors such as the amount of crime in the neighborhood are taken into account.

The majority of attacks and robberies of students at school involve victims and offenders of the same race. A little more than two fifths of the incidents are interracial, but this is not greater than would be expected by chance. Interracial tension does not seem to be a significant factor.

CORRELATES OF SCHOOL CRIME

In our statistical analysis we identified 22 factors that are consistently related to a school's level of violence and/or vandalism. We do not know for sure that these factors cause or reduce school crime, only that they are associated with it. Inferring causes from these associations is a matter of interpretation and educated guesswork.

I won't discuss all of the factors, but will focus briefly on a few of the more important ones. Among the community factors, the crime rate and the presence or absence of fighting gangs in a school's attendance area are related to its level of violence or property loss, as might be expected. Family factors--the presence of both parents at home and firm parental discipline—are associated with lower rates of school vandalism. Impersonality and alienation at school are related to both the amount of violence and property loss there: larger schools, and schools with larger clases, tend to experience more trouble of this sort. The more teachers per student and the more personal contact between teachers and student, the less violence a school tends to have. Also, schools in which students feel they have some control over what happens to them and in which they feel their courses are relevant have less violence.

A firm, fair, and consistent system for running a school seems to be a key factor in reducing both violence and vandalism. Where the rules are known, and where they are firmly and fairly enforced, schools have fewer problems of this sort. Good coordination between faculty and administration also seems to promote a better atmosphere.

DEVICES, PERSONNEL, AND PROCEDURES TO PREVENT CRIME AND DISRUPTION IN SCHOOLS

Schools have responded to crime and disruption with a wide array of security devices, such as specially designed locks, window and door alarms, and complex electronic systems. Principals who have used such devices consider them generally effective, but they also rate some of the more complicated electronic systems as undependable.

Principals who have employed security personnel rank them fairly high in reducing school crime; they also tend to rate them as more dependable than the electronic security systems.

While principals generally feel that they receive adequate support from other school authorities, parents, and police in handling discipline problems, they give the local courts very low ratings in this respect. Moreover, urban principals are much more likely than those in other areas to use security devices, security personnel, and disciplinary measures, but they are much less likely to say that they get adequate support from the school board and central administration.

Principals, teachers and students alike recommend discipline and supervision as being of prime importance in reducing school violence and vandalism. School security personnel and devices were among the top three (out of eight) measures recommended. In addition, training and organizational change, parental involvement, and improvement of the school climate were strategies also mentioned frequently. Students in urban secondary schools, where security personnel are most heavily concentrated, were more likely to recommend their use than those in other areas.

THE CENTRAL ROLE OF SCHOOL GOVERNANCE

A central conclusion of this study is that strong and effective school governance, particularly by the principal, can help greatly in reducing school crime and misbehavior.

Throughout the Safe School Study, and especially in the case studies, the principal's leadership and his or her initiation of a structure of order seemed to differentiate safe schools from those having trouble.

The leadership role of the principal appears to be a critical factor in itself. Visibility and availability to students and staff are characteristics of the principals in schools that have made a dramatic turn-around from periods of violence.

Equal in importance to the principal's personal style of leadership, we found, was his or her ability to initiate a structure of order in the school. In every successful school in the case studies, the system of governance could be characterized as "fair, firm, and, most of all, consistent." This finding complements a number of recent research findings that indicate that a consistent structure of order is an important determinant of success in many areas of education, from teaching reading to establishing a school climate conducive to learning.

IMPLICATIONS OF THE STUDY

- In general, it should be recognized that a problem exists and that schools can do something about it.
- In school districts where violence and vandalism are serious, local assessment, priority setting, and planning should be stressed. Additional financial resources and technical assistance may be required.
- School districts should recruit and train principals with strong leadership abilities for seriously affected schools.
- Increasing the number of teachers per pupil and providing training in classroom management can be helpful.
- There should be down-the-line support from the superintendent to the classroom teacher in the handling of discipline problems.
- Security personnel can be helpful; their recruitment and training should stress interpersonal skills as well as security functions.
- Emphasis on surveillance and traffic control in the hallways can reduce the potential for violence in schools.
- Schools and school systems should improve recordkeeping and reporting of serious offenses to police.
- School systems should select security devices with care and with reference to their special needs.

In conclusion, Mr. Chairman, I want to emphasize that making schools safer is primarily a governance problem, and only secondarily a technical problem. Schools in which the leadership is inadequate and the students are disaffected cannot expect to solve their problems merely by investing in more security personnel and hardware. Without effective governance and a rational structure of order in a school, security measures may simply present additional challenges to students bent on disruption.

I want to thank the Subcommittee for giving us the opportunity to present the findings and recommendations of the Safe School Study. I will be happy to answer any questions you may have.

STATEMENT OF PATRICIA ALBJERG GRAHAM, DIRECTOR, NATIONAL INSTITUTE OF EDUCATION, ACCOMPANIED BY DAVID BOESEL, DIRECTOR, SAFE SCHOOL STUDY

Dr. GRAHAM. Thank you very much, Mr. Chairman and members of the subcommittee.

Mr. Chairman, I am Patricia Albjerg Graham, Director of the National Institute of Education, and I appreciate the opportunity to participate in this important and timely hearing on the extent of violence in our Nation's schools.

As you know, Mr. Chairman, NIE is the education research arm of HEW, and as such it both funds and conducts research on a wide range of subjects. The Institute is currently responsible for three major congressionally mandated studies; The Safe School Study, which is being considered here today, the recently completed Compensatory Education Study, and the Vocational Education Study. Each is a multiyear effort which examines a current issue in American education and recommends policy actions.

The Safe School Study assessed the extent of vandalism and violence in American schools and the report of the study, *Violent Schools-Safe Schools*, discusses ways to reduce school disruption. It is the first study to provide reliable national estimates of the extent of violence in our schools.

Mr. Chairman, I should note at the outset that violence and vandalism are not completely new to American education. Many of us can probably remember incidents of personal violence or property destruction at school from our student days.

But, school violence has increased both in scope and seriousness in the last decade, and in some schools both education and personal welfare are jeopardized. Violence, wherever it occurs, is to be deplored; when it occurs in schools as frequently as it does today, steps must be taken to reduce it.

Mr. Chairman, the study which is the subject of your hearing today was directed by a well-qualified staff under the able direction of Dr. David Boesel of NIE. I am pleased to introduce him to the committee so that he can present his findings to you.

Dr. BOESEL. Mr. Chairman, members of the subcommittee, I am Dr. Boesel, Director of the National Institute of Education's Safe School Study, and I am pleased to have the opportunity to participate in the hearings on school violence and safe schools.

I would like to make a brief statement about the NIE Safe School Study and have for the subcommittee's use the overview and introduction to volume I of the report. These chapters describe the methodology used in the study and give a more detailed explanation of its findings and recommendations.

In accordance with your request that we not go over again the statistics which demonstrate the seriousness and extent of the problem, I will skip over the first seven or so pages of my testimony.

Mr. ANDREWS. Doctor Boesel, I did not mean to imply that we should totally not concern ourselves with that information. I was hoping that we would not elaborate beyond a reasonable point in making whatever point you want. I did not mean to attempt to totally exclude it.

Dr. **Boesel.** If you find this part of it going on too long, let me know.

In 1974 Congress, as part of the Education Amendments of 1974, required the Department of Health, Education and Welfare to conduct a study to determine the frequency and seriousness of crime in elementary and secondary schools; the number and locations of schools affected by crime; the cost of replacement or repair of objects damaged by school crime; and how school crime can be prevented.

The 3-year study conducted by the National Institute of Education is based on a mail survey of over 4,000 elementary and secondary schools, an onsite survey of 642 secondary schools, and case studies of 10 schools. It also includes information from a companion survey conducted in 1975 by the National Center for Education Statistics, and from other studies.

Before going into the results of the study, I would like to point out that estimates of the amount of crime, whether in the school or in society, vary greatly with the data collection methods used. If you ask principals how many assaults occurred in their schools in a month's time, you get one answer. If you ask students in the same schools whether they have been attacked in the same month, you get a very different answer. It would be nice if we could regard the students' responses as definitive, but sometimes they report incidents that occurred in earlier months, or exaggerate the number of times they were attacked, or, out of fear or embarrassment, fail to report incidents that occurred.

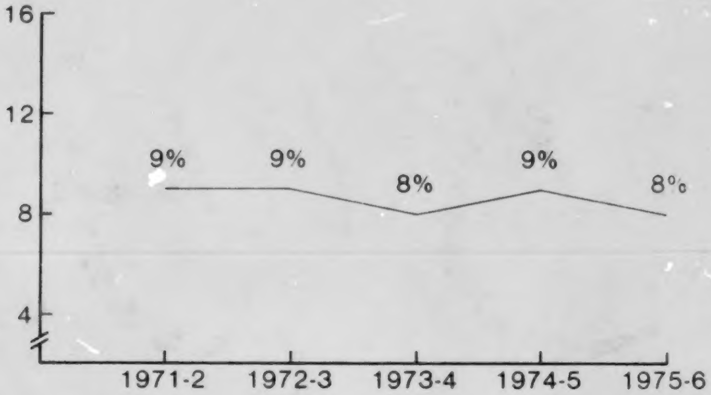
This is not to argue that nothing intelligent can be said about the amount of crime in schools, but to emphasize that the study's estimates can only be rough approximations. Even so, they tell us a good deal about the dimensions of the problem, and are particularly useful for making comparisons within a given data set.

I would like to address myself to the question: How serious is the problem of crime and disruption in the schools? There is no objective answer to this question, because there are no standards of overall seriousness to assess the problem. In this report we have used four different measures in an effort to characterize the seriousness of the problem.

The evidence from a number of studies and official sources indicates that acts of violence and property destruction in schools increased throughout the 1960's to the early 1970's and leveled off after that. The NIE data are consistent with these findings. Principals' assessments of the seriousness of violence and vandalism in their schools correspond to the findings of other studies, as can be seen from chart 1.

[Chart 1 follows:]

PERCENTAGE OF SCHOOLS WITH SERIOUS PROBLEMS 1971-1976 (PRINCIPALS)



SOURCE: PQ

Dr. Boesel. From 1971 through 1976, roughly 8 or 9 percent of the principals have reported a serious problem in their schools. Another way of assessing the seriousness of the problem is to compare the risks of violence at school and elsewhere, and using data from the National Crime Survey of LEAA, we find that although teenage youth spend at most 25 percent of their waking hours at school, 40 percent of the robberies and 36 percent of the assaults occurred in schools.

The risks are especially high for youths aged 12 to 15. For that group, we found a remarkable 68 percent of the robberies and 50 percent of the assaults occurring in school. So you can see the proportions of robberies and assaults are way out of line with the amount of time the youngsters spend in school.

A third approach we took was to ask the principals how serious the problem of crime and disruption was in their schools. Their replies, of course, are probably conservative since the principals often tend to understate the problem.

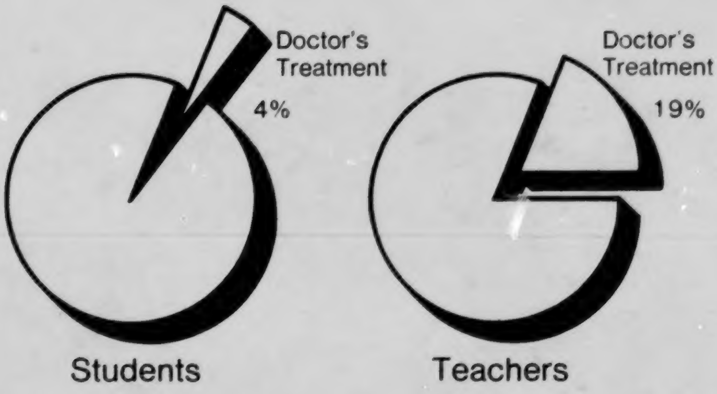
We did find, though, that in 8 percent of the schools, the principals said they had a serious problem. This corresponds to about 6,700 elementary and secondary schools in the Nation.

When we look at the extent of the problem, we find that theft is the most widespread of the offenses: 11 percent of the students and 12 percent of the teachers said they had something worth more than $1 stolen from them in the last month. Most of the items stolen were small amounts of money, sweaters, books and notebooks. When we look at attacks, we find 1 percent of the students and about ½ of 1 percent of the teachers in a given month report they were attacked. This represents about 280,000 students and about 5,000 teachers in a 1-month period.

This is a typical month averaged out over the entire year.

[Chart 2 follows:]

SERIOUSNESS OF ATTACKS ON STUDENTS, TEACHERS



Dr. Boesel. The attacks on teachers were much more serious than those on students, as the second chart illustrates. Here we can see that 4 percent of the attacks on students resulted in medical treatment by a doctor as compared to 19 percent of those on teachers. The risk of serious assault against teachers is about five times that of a student.

Estimates of offenses against the school rather than against the person, came from the principals rather than directly from the students and teachers. These estimates again are probably conservative.

The most widespread are the property offenses—trespassing, breaking and entering, theft of school property, and deliberate property destruction. Of these, property destruction is the most prevalent. Typically, a school's risk of experiencing some vandalism in a month is greater than 1 in 4. The average cost of an act of vandalism is $81. In addition, 1 out of every 10 schools is broken into, at an average cost per burglary of $183. Schools are about five times as likely to be burglarized as commercial establishments such as stores, which have the highest burglary rates reported in the National Crime Survey.

Mr. Andrews. May I interrupt you?

You say that attacks on teachers are more serious, that is, five times greater than on the student? Do you talk about total teachers and total students, or one teacher and one student?

Dr. Boesel. We are talking about the proportion of all attacks on students on the one hand, and on teachers on the other.

Mr. Andrews. That is all students.

Dr. Boesel. Certainly.

Mr. Andrews. There are five times as many such attacks on teachers as on students?

Dr. Boesel. Right.

The question is the risks of attack versus the probability that once a teacher or student is attacked that that attack will be serious enough to result in medical attention. The risks of a student being attacked at all are about 1 in 100. The risks that a teacher will be attacked is about 1 in 200. That is 1 percent—a little over 1 percent of the students report being attacked. A little over ½ of 1 percent of the teachers report being attacked. But once the attack occurs, of those attacks that did occur, a much greater proportion of those on teachers resulted in medical treatment.

Severity is the question here. It is a matter of the probability that an attack will result in medical treatment once it occurs.

Turning to offenses against schools, rather than persons, a school's risk of burglary is about 1 out of 10 in a given month. And the average cost of a burglary is fairly substantial, about $183. We found that schools are about five times as likely as commercial establishments, such as stores, to suffer burglary.

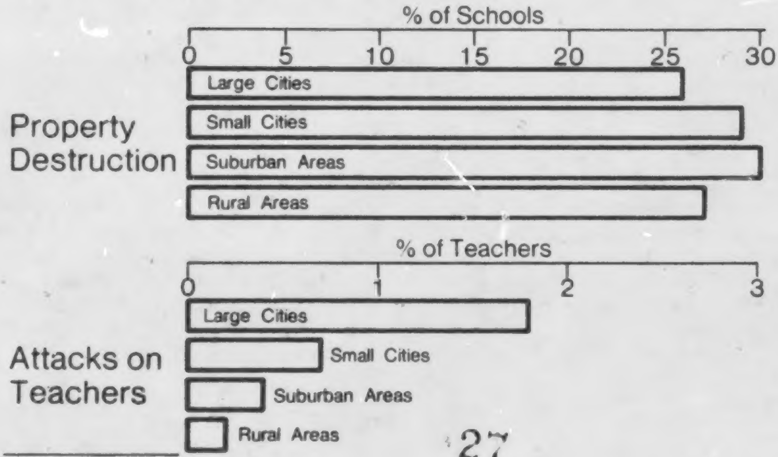
Briefly, turning to the cost of school crime, our best estimate of the yearly replacement and repair costs due to crime is around $200 million. Let's take a quick look at the distribution of offenses across locations and education levels.

For property offenses or for offenses against schools, the risks to schools do not differ much throughout metropolitan urban and suburban areas. Indeed, the per capita cost of school crime is higher in the suburbs than in the cities. Moreover, according to secondary school students, beer, wine, and marijuana are widely available in schools throughout metropolitan areas, especially in senior high schools. School crime is not just an urban problem.

On the other hand, the risks of personal violence increase with the size of the community, and the difference between school offenses and personal offenses and their distribution across locations can be seen in chart 3.

[Chart 3 follows:]

SCHOOL PROPERTY DESTRUCTION AND ATTACKS ON TEACHERS, BY LOCATION



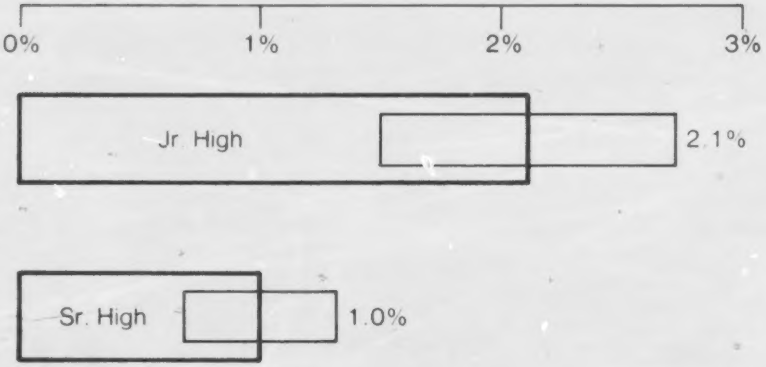
SOURCE: PRS & TQ

Dr. Boesel. Each line represents a location for property destruction: large cities, small cities, suburban areas, and rural areas. There is not a lot of difference between these areas in terms of the percentage of schools affected in a given month. On the other hand, when we look at attacks on teachers, we see a clear locational pattern here with the large cities posing the greatest risks and the rural areas the least.

The risk of property offenses is the same in junior and senior high schools but personal violence is most pronounced in junior high schools. Indeed, the risks for junior high students are about twice as great as those for senior students, as you can see from chart 4.

[Chart 4 follows:]

PERCENTAGE OF STUDENTS ATTACKED IN JUNIOR HIGH AND SENIOR HIGH



SOURCE: SQ

Dr. Boesel. About 2 percent of the junior high students reported being attacked in a given month. About 1 percent of the senior students reported being attacked. The white tracks on the ends of the bars indicate the sampling error, or the margin of error due to sampling.

We found classrooms are the safest places in school considering the amount of time spent there. The risks are the highest during the between-class rush in hallways and stairs.

Congressman Biaggi spoke about the question of reporting of incidents to police. We found only a small portion of violent offenses are reported to police by the schools. Even where serious violence is involved, as with attacks requiring medical treatment, only one-third of the offenses are reported by the principal. They may be reported by the parents or by the students, but as far as we know, they are not reported very often by the principals. This is something we think needs looking into.

On the other hand, the majority of certain offenses against the schools, especially burglaries, are reported by the principals.

We have some measure of fear and misbehavior in the schools as can be seen from chart 5. First, judging from student responses we find that better than a fifth of them are afraid to go to some of the restrooms in their schools. These are secondary school students.

[Chart 5 follows:]

FEAR AND MISBEHAVIOR IN SECONDARY SCHOOLS

Students

22% Avoid some restrooms

20% Afraid at school sometimes

4% Stayed home out of fear

Teachers

12% Threatened

12% Hesitate to confront students

48% Verbal abuse by students

Dr. BOESEL. We find that 20 percent, again about a fifth, are afraid at school at least sometimes, and 4 percent reported they stayed home from school in a given month, because they were afraid to go there. We asked the teachers whether they had been threatened with bodily harm in a month. Another 12 per cent, or to a considerable extent the same 12 percent, reported they hesitated to confront students out of fear for their physical safety. We also found verbal abuse was widespread. Almost half of the teachers reported it in a given month.

About 2 percent of the junior high students reported being attacked

Mr. ANDREWS. I don't see how 22 percent of the students could avoid some restrooms because of fear and yet only 20 percent of the same students be afraid in schools some time. You have less people afraid in school than afraid to go to the restroom.

Dr. BOESEL. That could be due to sampling error. If you have a difference in that area of 2 percent or so, it may be about the same thing.

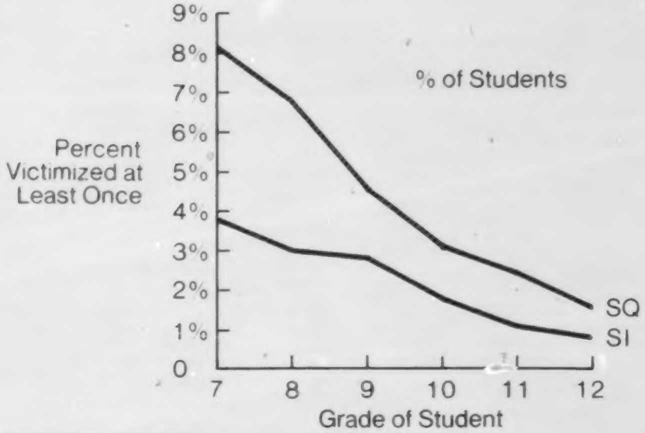
I would also have to look at one of the categories of response to find out if there was a category that said, "seldom" for example. There are some students who might be afraid occasionally but not sometimes.

Dr. GRAHAM. It is possible that some students have learned to live with the realization that certain restrooms in a school are not safe places for them and have accepted that as a reality of the school world. They would not be afraid in school as long as they avoid those restrooms.

Dr. BOESEL. Turning to some of the characteristics of the victims and offenders of crime in school, we find that except for burglary and trespassing, the majority of all reported offenses were committed by current students at the school. The risks of being a victim of attack or robbery in secondary schools declines as grade level increases, as can be seen from Chart 6. Seventh graders are the most likely to be attacked or robbed, and 12th graders the least. So these are reports from two different questionnaires.

[Chart 6 follows:]

ATTACKS ON STUDENTS BY GRADE LEVEL



SOURCES SQ and SI

Dr. BOESEL. The student questionnaire yielded much higher victimization rates than did the student interviews, but the pattern indicates that as the grade level increases the risks go down to the point that when one is a student in the 12th grade the risks are rather small.

The risks of violence are greater in schools where the student composition is less than 40 percent white. However, there is no relation between a school's racial ethnic composition and the risks of violence once other factors such as amount of crime in the neighborhood are taken into account.

So if you were to compare a typical black school in a low crime area with a typical white school in a low crime area, you would find they have about the same rates of violence in our analysis.

Turning to some of the factors that are associated with crime in schools. We identified 22 of these. We don't know for sure whether these factors cause or reduce school crime. We only know that they are associated with it. Inferring causes from association is a matter of interpretation and educated guess-work.

Among the community factors, the crime rate and the presence or absence of fighting gangs in a schools' attendance area are related to its level of violence or property loss, as might be expected. Family factors, for example, the persence of both parents at home and firm parental discipline, are associated with lower rates of school vandalism. Impersonality and alienation at school are related to both the amount of violence and property loss there: Larger schools, and schools with larger classes, tend to experience more trouble of this sort. The more teachers per student and the more personal contact between teachers and students, the less violence a school tends to have.

Also, schools in which students feel they have some control over what happens to them and in which they feel their courses are relevant have less violence. A firm, fair, and consistent system for running a school seems to be a key factor in reducing both violence and vandalism. Where the rules are known, and where they are firmly and fairly enforced, schools have fewer problems of this sort.

Let me mention briefly some of the recommendations that we received from principals, teachers, and students as to ways to reduce crime and violence in schools.

The teachers, principals and students alike recommended discipline and supervision as being of prime importance in reducing school violence and vandalism. School security personnel were among the top three out of eight recommendations. Principals who have employed school security personnel rank them high in reducing school crime. They also tend to rate them more dependable than the electronic security systems which tend to have a lot of bugs.

A central conclusion of the study is that strong and effective school governance can help in reducing crime and misbehavior. Throughout the study and especially in the case studies, the principal's leadership and his or her initiation of a structure of order seem to differentiate safe schools from those having trouble.

The leadership role of the principal appears to be a critical factor in itself. Visibility and availability to students and staff are characteristic of principals in schools that have made a dramatic turnaround from periods of violence. As important as the principal's personal style of leadership, we found, was his or her ability to initiate a structure of order in the school. In every successful school in the case studies, the system of governance could be characterized as "fair, firm and, most of all, consistent". This finding complements a number of recent research findings that indicate that a consistent structure of order is an important determinant of success in many areas of education, from teaching reading to establishing a school climate conducive of learning.

Finally, let me turn to some of the implications of the study. In general, it should be recognized that a problem exists and that schools can do something about it.

In school districts where violence and vandalism are serious, local assessment, priority setting, and planning should be stressed. Additional financial resources and technical assistance may be required.

School districts should recruit and train principals with strong leadership abilities for seriously affected schools.

Increasing the number of teachers per pupil and providing training in classroom management can be helpful.

There should be down-the-line support from the superintendent to the classroom teacher in the handling of discipline problems.

Security personnel can be helpful. Their recruitment and training should stress interpersonal skills as well as security functions.

Emphasis on surveillance and traffic control in the hallways can reduce the potential for violence in schools.

Schools and school systems should improve recordkeeping and reporting of serious offenses to police.

School systems should select security devices with care and reference to their special needs.

In conclusion, Mr. Chairman, I want to emphasize that making schools safer is primarily a governance problem, and only secondarily a technical problem. Schools in which the leadership is inadequate and then students are disaffected cannot expect to solve their problems merely by investing in more security personnel and hardware. Without effecting governance and a rational structure of order in a school, security measures may simply present additional challenges to students bent on disruption.

I want to thank the subcommittee for giving us the opportunity to present the findings and recommendations of the Safe School Study. I will be happy to answer any questions you may have.

Mr. ANDREWS. Do you have any questions of the witnesses, Mr. Corrada?

Mr. CORRADA. Yes. Thank you, Mr. Chairman.

Did you consider, in making your study, the fact that numerous principals and school administrators are reluctant to reveal the extent of school violence and vandalism in their school since they may believe this reflects adversely on their performance?

Dr. BOESEL. Yes, sir, we did. That was one of the reasons for using a number of different questionnaires and sources of information. We obtained data not only from principals but also directly from teachers and from students as to their own experiences with violence. So we are very much aware of that problem. In the report we point out that the data that the principals provide on the amounts of crime in schools is much lower than that indicated by the teachers and students.

In part, it is because the principals don't know and are not aware of all the incidents that occur in their schools. In part, it may be reluctance to report incidents.

Mr. CORRADA. Although you have made reference in your presentation here through the charts to the percentage of schools where school violence existed, I wonder in the study itself, if you have any kinds of information or data with respect to regional differences within the Nation or specific areas where the problem appears to be greater than the average nationwide.

Dr. BOESEL. Yes, we do. We find that for offenses against the school, the risks seem to be higher in the Northeast and in the West, as compared to the north-central region and the southern region. The data on offenses against persons show no substantial differences.

Mr. **Corrada.** Did you include Puerto Rico as a part of the schools you surveyed for the purpose of the study?

Dr. **Boesel.** No, sir; we did not.

Mr. **Corrada.** I hope you do in the next one. Although your study speaks of recommendations which in part can be and may be implemented at a local level, what can we at the Federal level or Congress do in your mind to assist local school districts in their efforts?

Dr. **Graham.** The Department of Health, Education, and Welfare has already begun and will expand some activities to assist States and local areas should they desire such assistance.

The joint program between the Office of Education and the Law Enforcement Administration Agency which has already undertaken 77 training sessions during the past year and which plans to double that number during the coming year is an example of such activity. The objective is to train school personnel in schools which have had high rates of violence and vandalism.

In addition, the Office of Education, through its teacher activity, has other ongoing programs. At the National Institute of Education we recognize that one of the major issues related to disruptions and discipline is the issue of school suspensions. We are exploring some alternative ways to deal with the problem of the suspended student. We are also developing some additional activities to pick up on the central finding of our study—school governance must be administered firmly, fairly, and consistently—to develop some ways to work with school systems so that it will be possible for them to train their personnel in this way.

Dr. **Boesel.** Let me add to that by mentioning some of the things that can be done at the local level that require additional assistance or probably would require additional assistance.

First, we mentioned the assessment of the problem at the local level. Our data represent national statistics and are of limited use in local school districts. For planning purposes it would be useful to know how much vandalism and violence there is in a school system, when and where it occurs, and the means of prevention currently in use.

For this purpose it would be useful to have funds and perhaps technical assistance. It would also be useful to have funds and technical assistance for programs which recruit and train principals for problem schools.

As I mentioned, the principal's role in this is absolutely essential, particularly for those schools that are having the most serious problems. It seems clear that a program could be devised which would draw on the experience of successful principals to gain information to train other principals for seriously affected schools.

Mr. **Corrada.** I think there are those who advocate the theory that the crime and violence, whether in school, or in society, or in the community in general, may be in many instances associated with a number of individuals who are violence prone or who are inclined toward crime and who would repeat their criminal or offensive acts and need special attention from the institutions of Government, and others in the society, and help in terms of being able to resolve their individuals problems.

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I wonder whether better coordination in terms of being able to early identify these problems, perhaps when those people are in their formative years in school, might be a fine way of crime prevention and that the kind of coordination between law enforcement and the school could be helpful both in terms of resolving the problem of school violence as well as crime in general.

Do you have any views on this?

Dr. **GRAHAM.** I am delighted you made that observation because it is at the heart of our concern about the suspended student. Sometimes the first indication that a child is experiencing difficulty is if he has had difficulty with the school authorities and hence has been suspended. Therefore, it seems to us that it is very important to take a look at that group of young people who have been removed from the school scene. NIE wants to take a look at the role of the suspended student to see if there are ways in which we can make the suspension or alternatives to it more creative and helpful acts for the young person rather than just to remove him from the school.

Mr. **CORRADA.** I note in your testimony you make reference to parental involvement as one of the possible tools that could be used in dealing with this problem.

I wonder if you have any ideas in terms of how that parental involvement could be achieved, in terms of when there appears to be a problem with respect to potential or actual violent conduct in the school.

Dr. **GRAHAM.** I think we, in the Federal Government, are hesitant in trying to legislate anything about parents and their children. This speaks to the central finding of the study, namely, the roles of the school administrators, teachers, and the principals in the schools need to be the central focus upon which we build safer schools. We would suggest that many schools might wish to develop more closely their ties with the parents in the communities as a recognition of one way to achieve the type of school environment that will make the school safer.

Building this link between the schools and the parents, we believe, is essential and we think it should be left to the discretion of the schools to decide how best to achieve this goal.

Mr. **CORRADA.** I referred to the fact that maybe HEW, for instance, may be involved with a family in terms of there being a problem and that there is only one of the two parents at home. There may be some need of economic assistance to that family and maybe one arm of HEW is doing that and at the same time another arm of HEW may be involved in the education of the children from that family.

However there may be absolutely no cross-information in terms of being able to tackle the problems on a more coordinated and integrated manner.

Dr. **GRAHAM.** Yes, that is a problem. Secretary Califano has expressed concern about the fragmentation of services; for example, this fall the Secretary suggested very vigorously that schools, public health services, and day care centers all work together on the school immunization program since they deal with children served by HEW under a variety of programs. Hopefully services can be unified.

I think we all support that goal. We also all recognize that it is difficult to achieve a complete integration of services.

Mr. Corrada. Let us see if we can do something of the sort in immunizing them against violence.

Dr. Graham. We have done pretty well against the measles. The question is can we go beyond that?

Dr. Boesel. One of the many implications of the study, though it is not a definite conclusion, is that Federal efforts to establish a better family life would probably result in some reduction in crime and violence in schools. So it does go beyond NIE and it is a broader problem.

Mr. Corrada. Doctor, thank you. I have no further questions.

Mr. Andrews. I have so many we could take the rest of the day.

Dr. Graham. We will be happy to come back and see you later.

Mr. Andrews. Let me ask just a few questions. Mr. Biaggi indicated, I believe, that, in effect, whatever means the Federal Government might see fit to provide for continuation or enlargement of Federal efforts with respect to school violence should be directed only to certain school districts or schools where the crime rate within the school is high.

I believe it was his wording that if funds were distributed to all the schools, no one would receive enough to accomplish very much.

What are the proposals of which you have knowledge or which you support as to what sort of formula Congress could come up with to determine how much money should go to a particular school, school district, or community for further analysis of the solution to these problems?

Dr. Graham. I am not familiar enough with the details of any congressional initiatives in this area to be able to speak to that numerical sum, but I would be happy to supply additional information if you should like me to do so.

In the general proposals of the 1979 budget, which is now coming up, there are several different places within the Education Division budget in which this matter can be addressed. I think it would be accurate to say we would share the view of Congressman Biaggi, which I believe Congressman Corrada supported as well, that stresses the need for flexibility in designing ways in which Federal funds could be used to support schools experiencing substantial difficulty. It is also important to state that there are schools in this country in which violence and vandalism are not major concerns.

Dr. Boesel. Several of the bills that have been introduced in the past have been in the form of enabling legislation for grants from the Federal Government to local districts. Usually in those bills there is some provision for a demonstration of need by the local district.

Now, this is a difficult problem because, as we found out, measuring crime accurately is very hard to do and it is very easy to cook up a set of stipulations that will show that you have a substantial problem. Nevertheless, I would concur that some sort of targeting is needed.

Mr. Andrews. It seems to me that any way you propose to do it, of which I have any knowledge, entails several things, each of which I take not to be good.

On the one hand, I think you could approach it from the standpoint of stipulation. You could say that any school that has a crime rate—and you have to define crime and determine what constitutes a crime within schools—in excess of *x* percent would get some additional amount of money for each percentage point above a certain level.

That entails many things. For one, it would mean the Federal Government, I presume HEW, would have to send down I do not know how many thousands of people to examine each school and each classroom; each restroom and each lunchroom; and each parking lot and athletic field, on a monthly basis, in order to come back to some place up here to report which schools have a certain percentage of whatever type of crime.

I assume that would amount to vast hoards of people in this single effort. I imagine that one result would be that rather than the principals, teachers, or students, not reporting school crime within a given community, the reverse would become true. The more cime you evidence, the more money you could get.

On the other hand, you could, of course, not have stipulational data but, rather, as you imply, have each school submit a grant or application. I suggest that since cities, counties, water and sewer districts, and everybody else are now employing people to draw up grant proposals, that that is the fastest growing profession in the Nation today. We cannot find enough experts to prepare successful grant applications to fill the jobs in the cities. I do not know where we get all those experts.

I cannot see either one as being a very feasible effort for the Federal Government to enter, and yet, I do agree with the basic premise that it would be wasteful to say we will give aid to all schools on the basis of the number of children in the school.

I agree it would probably be a rather paltry sum and would start the escalation of more funds and more funds and more funds so the schools would get worse offenders, in proportion to how much money they felt they needed. That is one of the problems in addressing the question of the Federal Government's role. That is one among several issues that I think is likely to become a consideration.

Mr. CORRADA. Mr. Chairman, would the gentleman yield? I think basically the problems you have stated are similar to those encountered by any Federal program of any magnitude. Of course, there is always the possibility of some people, experts in preparing grants, being able to come up with the right kinds of words, a proposal will be applied for, and there may be administrators who may not look deeper into a grant application than that it complies with the regulatory language.

But I would hope at the same time that there are a number of these persons who prepare the proposals that are conscientious and I would hope that with bad experience on some occasions that those who administer these programs are now sophisticated enough to tell the good proposal for a grant from the bad one and that they would be able to as they do in any other kinds of Federal program where there is Federal money involved, make sure that the money is effectively used.

Dr. **Graham.** I would add our principal finding, of course: you cannot buy your way out of the problems of violence and vandalism; rather one needs to instill better governance techniques in some violence ridden school.

The case studies we have done on individual schools have indicated that.

Dr. **Boesel.** Let me mention, too, as one possibility worth at least considering, we found that the amount of crime in the community around the school is one of the important factors, of course, contributing to the amount of crime in the school itself. It might be possible to use community crime data rather than school crime data as one of the criteria for qualification.

Now such data are open to a good deal of challenge and dispute. At least they are nationwide and gathered on an annual basis and they have some uniformity.

Mr. **Andrews.** I do not mean to say this disparingly, but I would suggest that the conclusions in your study and your recommendations are probably accurate and wise. I say that because my wife, a seventh-grade teacher, and my mother who taught for some 30-odd years, and my daughter who has now taught for 8 years, could have told you the same things before you started the study.

I think essentially everything you have said is accurate. If we had in our schools 15 or 20 students per teacher rather than 40 or more, of course we would help this problem. If we did not have housing problems and various kinds of economic problems in communities from which these students came; if you had enough psychiatrists to work with all students who at first blush indicate some personality problem that causes that student not to relate well to other students and teachers; if we could have enough counseling and all the other things that we need in these schools and in these communities; if we could arrest drug and alcohol abuse; then, we would arrest the problem.

Yes, if we could do all that, no doubt the situation would become much, much better. I think virtually everybody would concede that all of those social problems in all of our communities need to be addressed largely with money—but not totally. That would all be sort of a utopian kind of thing that I think we are already working toward, not necessarily directly addressing school violence, but addressing human problems in every community.

If we could resolve them, I think we would have gone most of the way to resolving violence in the schools. I do not see how you can isolate the violence within the school from the violent disposition of people in all communities and it varies depending largely upon the economic situation.

I do not know how you can isolate it in the classroom. I think you should say violence within the school is going to be more or less be commensurate with violence that is in any given community and the reasons are essentially the same.

I think we would all concede that.

Dr. Graham, I wonder if you could tell me what is being done? You referred to 77 training sessions last year in the record and you say you plan to double the number of such training sessions for this year. Then you mentioned other trainings that are being done. What else is the Federal Government now doing that you think addresses the problems of school violence?

Dr. GRAHAM. The first program to which I referred is the joint program in the Office of Education and LEAA, which the Assistant Secretary of Education, Mary Barry, has played a role in developing. That is not a NIE program.

Then there is a program developed by the Office of Education through its Teacher Corps. Neither program is connected to what we at NIE are doing.

I suppose that if I were to be asked—and I take that to be your question—what are the one or two most important activities in which the Federal Government can engage to restrict violence, I would say the importance of the role of the principal should be emphasized and publicized. When school principals are selected the principal's capacity for effective leadership in the schools should be an absolutely central consideration.

Mr. ANDREWS. Dr. Graham, don't you think that every teacher and every principal and every school superintendent in the United States has known that for decades? Isn't that well known to everybody?

Dr. GRAHAM. Mr. Chairman, I am afraid I will have to differ with you a little on that. I remember when I began teaching in the Tidewater area of Virginia 22 years ago, the principals in that area were not, I am afraid, selected primarily for their capabilities to be strong leaders within the governing structure of their school. I think that there are a number of factors that go into the selection of the principal for a school and the principal's capacity to exercise this kind of leadership is not always a determining consideration.

I think I would agree with you, and your wife, and your daughter that we all know it ought to be, but I am not sure it always has been that way.

Mr. ANDREWS. We are saying two entirely different things. I did not suggest it had been. That is like the farmer who would not buy the book on agriculture. He said he did not need to learn any more. He was not doing half as well as he already knew how to do. [Laughter.]

I am not suggesting we may employ only the principals who are able to address this problem. I am suggesting that we know that that is what we should be doing, and that therefore, I do not see that we solve too much by letting people know they should do what they already know they should be doing.

I do not know any way that we can make this move forward, and have the school change its criteria as to how it might select its principal. I think they already know. I am sure every teacher I have ever discussed it with—and that is many—all know. Surely, it is not only true in a school; it is true in a plant or most anywhere that the head person has to report with the employees or the students there.

It has a lot to do with success and productivity and general trainability of the people involved. Industry has known the value of leadership for decades and various industries, to various extents, succeed in selecting such people.

No doubt the rapport between the teacher and the students in a given class is likewise very important. I note that in many classes—and I am sure you do too from your experience—the same students who go into the classroom with a teacher at 8 a.m. and are reasonably well-disciplined go into the adjacent classroom with another teacher at 10 a.m. when the bell rings and raise holy cain, largely because of the difference in the two teachers.

Again I think all of that is pretty well known. I do not know how pouring in material or money would affect the selection of those principals or teachers or reduce the teacher-pupil ratio that we all suggest would go into a long way toward solving the problem.

Dr. **Graham**. I believe the inclinations of principals are always in the right direction, but I suspect a principal who sometimes wants to do the right thing might not be sure how to do it. That is why I think some of the training programs that have existed for teachers and principals and for the other school administrators are quite useful in helping them learn how they can better manage a disruptive school.

I have been in a lot of disruptive schools in my time, and I have never met a principal who enjoyed such a situation. But I have known a lot who did not know how to get a handle on the situation.

We have now looked at some schools in which principals have been able to get a handle on the situation, and we have some sense of how they did so. This is the type of information that would be useful for us to make more broadly available so other people can benefit from the experiences of these schools.

Dr. **Boesel**. Let me give a practical example here. We found that in a good many cases principals have so much paperwork to do and so many meetings to go to and so many other official responsibilities that they do not have time to get out of their offices and into the halls and into the cafeterias to talk to the students, to get to know the students by name, and to exercise some kinds of personal influence over the students.

We found this kind of visability, availability, and access to the students was one of the key factors in arresting the amount of violence and vandalism in a school. So as one practical suggestion, perhaps, principals in seriously affected schools could use more help with the paperwork so they could get out of their offices and see the basketball team off at 6 a.m. when it leaves for a game and so forth.

Mr. **Andrews**. One way of approaching that is get some more assistance with the paperwork so as to free the principal to do the other things. The other way would be to eliminate some of the paperwork.

Dr. **Graham**. Commissioner Boyer is doing a good job of that.

Mr. **Andrews**. I am taking up too much time about a subject I know relatively little about. We have with us a distinguished member of our subcommittee who himself was a principal for a number of years and I understand a very successful one.

I expect it would be best for me to be quiet and turn the subject over to him. Congressman Goodling?

Mr. **Goodling**. Chairman, thank you very much. There is a lot of different opinions as to how successful the principal may have been or even when I was a superintendent as far as that.

Mr. **Andrews**. For some reason they got you out of that job.

Mr. **Goodling**. I think the board campaigned for me to get me to Washington. [Laughter.]

Dr. Graham, I have several thoughts and several comments and then a question in relationship to this whole business. I think if I had sufficient money I could develop an outstanding preschool program and I could restrict the classroom, the ratio in the first and second grade and pick the most understanding, compassionate, capable people and I could solve these problems 10 or 15 years down the pike in spite of how many or anything else, I think.

But, we do not have that kind of money. Now, in your testimony you indicated that this whole thing revolves around governances within the school and that we have to somehow or other bring a more knowledgeable and better understanding with the principals, the superintendents, the parents, and the young people who are involved in this whole thing.

My question is this. We spent millions and millions of dollars retraining, or that is what we thought the legislation was going to do, retraining superintendents, principals, teachers, et cetera. What has happened with that money? I really have not seen much evidence of anything good that that has come out of that.

I do not really see how much better things have gotten because of all of this training. Having had 90 some credits missing in graduate work, I can understand why we cannot cope with a lot of the problems because people who are teaching them did not understand the problems in the first place and that created an even greater problem. But what can we do at the Congress?

We are talking about junior, senior high school students and crime and violence. We are limited because of unions as to what we can demand. How do you change that 20 and 30 and 15 year old teachers? I know who is going to create the violence and the problems and I would do the same. When they are in first grade they become so frustrated by the way they are handled and the fact they cannot achieve the way someone next to them is achieving.

What do we do in Congress? What kind of legislation do we pass that is going to solve the junior and senior high school crime and violence problems of today?

Dr. **Graham**. You have asked, as you know, a very penetrating question.

Mr. **Goodling**. I ask it because I get so frustrated when we go to committee hearings and we mark up bills and someone pops a crazy idea and we pass it such as I am presently proving with the guidance program submitted last year and we pour more money in and buy more filmstrips and we buy more aids and nothing happens and that is why I asked that question. I would like to do something right and worthwhile for a change.

Dr. **Graham**. I share your concern and that is why I came to NIE and I am modestly hopeful that perhaps we will be able to do something. The four areas in which we plan to concentrate for fiscal year 1979 are increasing student achievements and looking at the teaching process, particularly the teacher who has been teaching for a while and is likely to be there for a while longer.

Up until now we have not looked at that phenomenon. We concentrated on a lot of other things having to do with teaching but we have not concentrated our efforts on what is known in the trade as the in-service training of teachers, that is how we can help an experienced teacher become more effective.

The third area we will look at is secondary schools—in part because of the findings of this study. Secondary schools have not been the focus of Federal educational research or operational programs in the past and we recognize that they have their own unique problems. Elementary schools and institutions of higher education have usually received this attention.

Many of the problems you cite are problems which develop in elementary schools but become noticeable at the secondary level.

Our fourth initiative is to look at revitalizing urban education. I do not mean to imply that rural education is not important, but problems are concentrated in the urban areas. To return to the medical metaphor mentioned earlier, we wish to engage in preventive medicine.

We are enthusiastic about the possibility that title I can be extended and made more effective in an effort to reduce some of the kinds of problems that children are now bringing to the junior and senior high schools.

I think we are all aware of the fact that we are not going to change our educational system over night because our educational system reflects some of the problems that are inherent in society. We are not going to eliminate those over night. But we are convinced that by concentrating on student achievement, teaching, secondary schools, and urban areas, we will in fact, be able to address some of the central educational issues confronting those schools.

Mr. Goodling. You mentioned increasing student achievement in your comments. I have a very real concern about that because I see in my community and all across the Nation this business that we are going to be so smart to come up with some kind of national examination and youngsters are going to pass these examinations in order to graduate.

The most difficult thing a principal and superintendent has is to try to get teachers to understand. Once one teacher said, "I can only teach seventh-grade science and if anyone in here cannot comprehend seventh grade science, et cetera."

What you are saying but I am afraid when we talk about this business of increasing achievement we have a lot of people in this Congress, a lot of people in this country that are talking about standardizing tests that are going to determine whether someone is promoted or not promoted. This gives me a great deal of fear.

I would hope that in whatever you do, you will counteract the Admiral's testimony when he comes up here. In fact, it is very difficult for me to sit quietly and listen to him because he is talking about the very brilliant et cetera.

Secondly in title I, I would throw this out as something you might think about and perhaps react in writing to. I would like very much to add to title I a program that would be available to all schools in which we would go into the homes with 3-year-olds and begin our work there. This is a volunteer program, of course. So, I do not get any letters saying I am trying to take the minds of young people and indoctrinate them.

Having them go in the homes with 3-year-olds and then perhaps bring the 4-year-olds into some kind of setting other than the school setting, a church setting or something of that nature so those particular youngsters that you are really concerned about would have a half-fighting chance by the time they did get into a regular school situation.

I am not asking you to react to that today, but I would appreciate it because I would like to develop some kind of legislation to introduce and hope that Congressman Quie can help me push it through. We are tackling the same problem in our welfare reform program.

We are saying that is something that should be done in that particular program.

I apologize for coming in the middle and I apologize to the next person testifying but I have been trying to meet with the Crown Prince of Jordan and listen to Secretary Vance's secret testimony upstairs and work on welfare reform at the same time. I do appreciate your coming. We would like to have your comments.

Dr. GRAHAM. We will be back in touch with you.

Mr. ANDREWS. I do not know about Congressman Goodling's choice of words. He said to get with the 3- and 4-year-old's and develop them so they will have a fighting chance. [Laughter.]

Mr. GOODLING. Perhaps that was the wrong terminology in this hearing.

I am talking about ability to achieve.

Mr. ANDREWS. Congressman Quie has fortunately joined us. I might say that Congresswoman Chisholm is waiting to get on with some other duties and would like to testify as soon as you can afford her that opportunity.

Mr. QUIE. I would like to hear from Shirley and I will not take too long.

As I gather, running through the testimony, the problem is more serious in junior high than in elementary school and senior high.

Who are committing the crimes and violence in the junior high? Are they junior high students or somebody else who comes into the school?

Dr. GRAHAM. They are mostly junior high students.

Mr. QUIE. When you say the incidence of gangs, that would be junior high gangs?

Dr. GRAHAM. They are neighborhood gangs.

Dr. BOESEL. We do not know the ages of the youngsters in the gangs.

Mr. QUIE. Do not gangs tend to be pretty heavy in senior high ages as well?

Dr. BOESEL. I do not know.

Mr. QUIE. In the study do they look at gangs at all? If there are junior high age gangs and senior high age gangs why is one group of them disrupting school and the other is not?

Dr. GRAHAM. We know there are gangs in neighborhoods, but we do not know the ages of the members of these gangs. Gangs in neighborhoods are an indicator of crime in neighborhoods, which is an indicator of the likelihood of crime in school.

Mr. QUIE. Maybe some of those are not in school, but as far as the violence, that occurs in elementary school too. They are not strong enough to create so much difficulty in elementary school. I have noticed there is not much about parents in your testimony.

Dr. GRAHAM. In response to some earlier questions, we talked about the way in which local schools could encourage parents to work with the school teachers and the school administrators in joint efforts to try and restrict violence both in the neighborhood and in the school.

Dr. BOESEL. We also found that parental discipline and the presence of two parents in a family is a factor in restricting the amount of vandalism in schools.

Mr. QUIE. Have you any recommendations to make to the parents to help them? You talk about principals and the governance of schools and training teachers, but I do not see that you have any recommendation about how they should reach out to the parents. That is a serious problem that many times teachers cannot really leave the school because of their contract agreement.

Dr. BOESEL. The principals whom we surveyed did recommend a good deal of parent involvement in connection with school affairs and in disciplinary matters. We feel this would be a good thing.

Mr. QUIE. Also I notice that in larger schools, larger classes, there is more trouble.

Dr. GRAHAM. That also reinforces a study we did on rural education which raises questions about the wisdom of school consolidation movements. So we are now coming to that from two sides.

Mr. QUIE. The same is true in the cities, is it not?

Dr. GRAHAM. That is right.

Mr. QUIE. It is hard for me to imagine how you could run a high school of 5,000 students.

Dr. GRAHAM. It is a very difficult thing to do well.

Mr. QUIE. When students are older and in college, you do not congregate them so closely as that? You take a 5,000-student body in college and they are spread out?

Dr. GRAHAM. The largest number of colleges in this country have enrollments under 5,000 as well.

Mr. QUIE. I have been more and more bothered that the junior high schools are lost years for the students. It seems to me we must have done something wrong along the way.

Dr. GRAHAM. Junior high school is a hard time. The youngsters in seventh grade have just become leaders in elementary school as sixth graders and they are stripped of their leadership role in the new environment because they cannot compete with the grade 9 pupils.

Dr. BOESEL. It is also a transition age between elementary schools into the more populous environment of secondary schools.

Mr. QUIE. They are prepuberty instead of postpuberty?

Dr. GRAHAM. As puberty is dropping for girls, that is less true.

Mr. QUIE. It seems to me one of the reasons we went to junior high school was that there would be the automatic feeling that if you graduated from eighth grade you would have 4 more years of school.

But I think we have gone by that one. How do you account for the fact that the offenses against the school usually are reported but the offenses against the individuals are not often reported? Do they report that to parents?

Dr. **Boesel.** They may report it to parents. One of the main reasons is that principals are directly accountable for dollar losses in their schools, so they have to report offenses against the school. There is less emphasis and less pressure apparently in the school system on the reporting of personal offenses such as fighting and other forms of personal violence.

Mr. **Quie.** It is interesting that if an employer conducted himself in that way, we would be pretty upset in this country. That also bothers me. You also say that the principals give the local courts low ratings as well so far as helping with discipline problems in school?

Dr. **Boesel.** That I do.

Mr. **Quie.** I think it is interesting. You come to the conclusion that strong effective school governance, particularly with the principal, would help in restricting school crime and misbehavior? I am convinced we have to involve the community more, the parents and the community because what the schools are dealing with is really an expression of violence that the school is only one part of.

Dr. **Graham.** That is right.

Mr. **Andrews.** I would like to share with you an observation. I talked recently with a lady who had been on the school board for many years. She has been and still is in a relatively small county in North Carolina. There are only about 8 or 10 schools in that system.

She was saying one of the biggest problems with respect to this matter is that over a period of several decades the good principals, ones who have schools where discipline is no particular problem, are almost always elevated to superintendent or assistant superintendent or some administrative position on an upper level and they accept it because they can make more money.

Hence, they leave the school and they are no longer of any appreciable value in maintaining discipline. But I think there is a secondary point too. I think it somewhat mitigates itself against the principal and that is that even though that good principal who ran a first-class school becomes the superintendent with only eight schools under him, he loses his effectiveness to do anything.

I believe that a superintendent cannot impart to a principal—even when he only has eight schools, and you are talking about addressing this problem to the hundreds of thousands of schools over the Nation—the basic ingredients of character, personality, and leadership.

It is not to tell him what to do, for he already knows what to do, but he does not have the character, the physical stature, the personality, the charm—all those things that it takes to enable a given principal to maintain discipline. I do not think he needs instruction so much as you just need a different principal.

Some people are born with or somehow acquire the capacity to enrapture and capture students and lead students. Those are things I do not think you can teach to 50-year-old principals through seminars or movies.

I think they know what they need already and teachers in the school can tell them, but some people simply cannot do it.

Dr. Boesel. Mr. Chairman, one of the things we emphasize in the report is recruitment—the need to recruit principals with strong leadership abilities to the schools that need them most and also to provide the incentives to keep them. What you are talking about is a real problem.

The most talented principals are moving up in the hierarchy and not staying where they are needed the most.

Dr. Graham. Just as the most talented teachers move into administration.

Mr. Andrews. Again I would emphasize that I think we are all saying things that virtually everybody knows. I think every superintendent, certainly every state superintendent, and, I imagine every county superintendent, in the whole United States knows all of this very well.

Dr. Graham. Our case studies point out that if you take a school which has a lot of problems and you follow these rules you can turn the situation in the schools around and I suppose that is where we are most hopeful about having a greater effect.

Mr. Andrews. Thank you very much.

We next are most pleased to have as a witness our good friend and an outstanding woman, as we all know, Congressman Shirley Chisholm. I will ask her to introduce those people with her.

Mrs. Chisholm. Thank you very much, Mr. Chairman.

I am going to ask Miss Olivia Mitchell, who is the Director of Youth Development and has had a great deal of experience in juvenile school-based delinquency from the city of Los Angeles, Calif., to be with me and also Mr. Hooper who is an innovative and energetic principal of an alternative school in my district, which is succeeding.

STATEMENT OF HON. SHIRLEY CHISHOLM, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mrs. Chisholm. Mr. Chairman, it is indeed a pleasure for me to appear before you and the distinguished members of your subcommittee this morning. I am also very honored to be joined by two very knowledgeable individuals, who have provided us with expertise through their involvement in the "brain trusts" of the Congressional Black Caucus. Ms. Olivia Mitchell is the Director of the Office of Youth Development for the city of Los Angeles, under Mayor Tom Bradley, and she has had a great deal of experience with the problems of school-based delinquency, and the steps necessary to develop solutions. Mr. Michael Hooper is an innovative and energetic principal of a public alternative school which is located in my Brooklyn Congressional District, and he will focus on the need to encourage programs of alternative education in order to bring relevancy to urban education.

Over the past several years, sporadic interest and attention have been focused on the problems of violence and vandalism in our Nation's schools. According to the "Safe School Study," although young people—12–19—spend no more than 25 percent of their waking hours in school, some 40 percent of the robberies and 36 percent of the assaults upon teenagers occurred in school. In a typical month, 11 percent of the secondary school students or 2.4 million students have something stolen from them. About 1.3 percent or almost 300,000 students report being physically attacked each month. The situation for teachers is equally grim. Some 12 percent or 120,000 of the secondary school teachers will have something stolen from them in a month's time. Some 5,200 teachers are physically attacked, and of that number, around 1,000 assaults were serious enough to require medical attention. Around 6,000 teachers will have something taken from them by weapons, force, or threats. Over 25 percent of all schools will be vandalized in any month at an average cost of $81, and 10 percent of the schools are burglarized, at an average cost of $183. It has been difficult to place a definite price tag on the cost of this vandalism to our Nation's schools. Reports from Senator Bayh's Juvenile Delinquency Subcommittee had estimated a figure close to $600 million yearly, while NIE's more conservative estimate is closer to $200 million. It is a fact that many of our school districts spend more money yearly coping with the effects of vandalism than they do on textbooks.

The crisis in our Nation's schools reflects the serious upsurge in juvenile delinquency; almost half of the arrests for serious crimes are young people under the age of 18. As stated in the Safe School Study, "The problem is as serious as it has ever been . . . and while the problem is more pronounced in urban areas, it cannot be seen as strictly urban."

While these statistics are extremely alarming, I must caution you that violence and vandalism in the schools is not the problem; it is a symptom, though a serious one. Violence and vandalism in our schools points to the real crisis in American education, and particularly urban education: there is a growing alienation of young people from our often impersonal educational institutions, combined with an increasing inability of schools to impart a sense of discipline and even the most basic academic skills. There is a feeling that most of our educational programs lack relevance to the demands young people believe they will feel as adults. What we see is the ignition of a powder keg of bitterness, anger, and frustration in our young people.

If our response to this symptom is building better locks, fences, security and alarm systems, we will only do our young people a greater disservice. The alienation which has brought tension to the classroom is also reflected by a growing suicide rate for young people. According to the National Center for Health Statistics, the suicide rate for young white males ages 15–19 has grown 171 percent in the period from 1950–75. This is in contrast to a suicide rate for white Americans which increased only 18 percent overall in this period. Will added security officers, guard dogs, electronic surveillance, or break-resistant windows make the lives of our young people more meaningful and vital? I hardly think so.

We must look at this problem within the context of a society which has changed markedly in the past two decades. The average youngster will spend some 900 hours each year in school, while this same child will spend well over 1,000 hours yearly in front of the TV.

When we look at the violence of our young people, how can we avoid responsibility as a generation of parents who, too often, have turned to the tube as a caretaker for our children, and as a substitute for personal warmth and interaction. Youngsters are told by concerned parents and adults that violence, crime, promiscuous sex, and drugs are wrong, yet they represent almost the sole range of activities of the idols that the media has given them. You would do better to ask a schoolchild to imitate the "Fonz" than to get him or her to read a simple English sentence.

It is my hope that the "Safe School Study" will generate the necessary activity and commitment from educational policy makers nationwide to solve the problems which lead to school-based delinquency. It should also increase awareness that school-based delinquency is not limited to the big cities. Although large urban areas are affected in larger proportion by violence and vandalism, suburban and rural areas, which have the large majority of our schools, have a larger number of schools adversely affected by these problems, with vandalism being particularly acute.

Although you have already heard testimony on the findings of the "Safe School Study", I would like to emphasize some of the factors which are related to school-based delinquency. In the section on what can be done by schools to reduce delinquency, six closely related themes are developed. By outlining them, I believe that the approaches necessary for successfully coping with the causes of delinquency will appear more clearly.

THEME ONE: SIZE AND IMPERSONALITY

Interestingly, the per capita property loss from large schools is not higher than in small schools, although the proportion of students victimized is higher in large schools. Violence is consistently higher in large schools where the classes are larger, and where teachers have several different classes in the course of a school day. In these schools, it is difficult for teachers to establish personal relationships with large numbers of students. The lack of continuous contact also reduces the amount of personal influence and guidance, and accordingly under these circumstances property damage increases.

It is significant to note that the highest proportions of violence and vandalism occur in junior high schools, when most of the students experience a sudden shift from the smaller more personal atmosphere of elementary school to a larger junior high school. Students often react adversely to the impersonal atmosphere of a factory where students, whether they are academically prepared or not, are advanced to make room for the next batch. Methods such as the "core" curriculum, in which a teacher teaches English, history, and social studies for half the day may better enable younger students to adjust to the secondary school transition.

THEME TWO: SYSTEMATIC DISCIPLINE

According to NIE's data, there is definitely a positive correlation between strong discipline and reducing delinquency in the schools. Many would have thought the opposite—that students would rebel against the confining nature of strict rules, yet strong administrative leadership and firm, but fair rule enforcement impact positively on school-based delinquency.

THEME THREE : ARBITRARINESS AND STUDENT FRUSTRATION

This emphasizes the need for students to have the desire to succeed, while recognizing that the strong competition which excludes average or below average students from incentives and rewards can increase the school's vandalism. When possible, rewards should be geared to the "best", but also to those who have made the most improvement.

THEME FIVE : RELEVANCE

Analysis of student responses revealed that perceptions as to the relevancy of educational programs impact on delinquent behavior. When students feel that their academic work will not provide them with skills or knowledge necessary to succeed in the "real world", there tends to be disinterest, resentment, and finally rebellion against an institution which is regarded as unresponsive.

One program which markedly upgraded academic relevance to an urban environment is STRIDE (Students and Teachers Really Interested in Dropout Education) which was initiated in the Harlem School District of Rockford, Ill. In response to negative student attitudes, high rates of absenteeism, and poor academic performance, the school initiated an alternative program, whereby students could opt for a schedule of classes in the morning, and then work during the afternoons in a job the school places them in. The academic program is geared toward developing more personalized teacher-student relationships, and by providing these students with employment opportunities, the school has done a great deal to eliminate motivational problems and enhance self-esteem for a group of students who would otherwise have been shut out of any success pattern other than crime.

THEME SIX : ALIENATION

The problems which can occur under the previous themes are linked under the general concept of alienation, or the general breakdown of links that bond an individual to society. To the extent possible, we must provide for a system of education which positively embraces these six basic themes.

Although overall I am favorably impressed by the work done on the Safe School Study, I must express two basic reservations about this study. First, I believe that these statistics, though alarming, may be conservative estimates, or only a partial picture. The data on school violence and vandalism is drawn most heavily from the surveys of school principals, who have a vested interest in appearing as though they have the situation "under control". Although the researchers at points admit the possibility for understatement of the problem, much emphasis is given to the response showing that only 8 percent of the principals felt that violence and vandalism represented a "serious problem". This figure was used to bolster an attitude which appeared to lean at times to the notion that the problem is diminishing in its proportions. As someone with a vital interest in education, and as someone deeply concerned with the quality of educational instruction in urban areas, I can assure you that this problem is every bit as serious as it has ever been. The next few years will be telling ones, as the preponderance of crime in the years to come will serve as an indicator of our commitment to resolving the problems while the potential for improvement still existed.

In looking to approaches to aid communities in coping with these problems, I would like to comment upon the work of the Office of Juvenile Justice and Delinquency Prevention in the Law Enforcement Assistance Administration. I am genuinely pleased with the direction and spirit which juvenile justice programs have taken under the leadership of John Rector, an energetic individual who ably served Senator Birch Bayh as the staff director for the Juvenile Delinquency Subcommittee. Although the future status of LEAA is in question, I firmly believe that the accomplishments of the Office of Juvenile Justice and Delinquency Prevention warrant its continuation in its present state.

I am greatly pleased to see that in response to the concerns expressed by several Congresspersons, including myself, during last year's reauthorization, that there will be a major initiative in the area of alternative education. Though standards to insure the quality of program designs for alternative education will be essential, there is a great potential to revitalize urban education through the development of alternative educational programs that respond to the special needs of students, while providing them with the talent and determination of character necessary to cope with a troubled environment.

In another important area, the Office of Juvenile Justice has allocated some $1.5 million for research into the possible relationship between learning disabilities and juvenile delinquency. This is one of the most intriguing theories about the genesis of delinquency, but it must be handled cautiously, as there can be great danger in oversimplifying the problem to a straight correlation between learning disabilities and delinquency. The concept of learning disabilities is fairly recent, dating back to its coinage in 1963. Furthermore, we still do not have a standard definition of what a learning disability is, or more importantly, how we identify them.

We must cope with the discriminatory and negative impact of testing, and the cultural biases which are entwined in any "standard test". Amelioration of neurological or organic dysfunctions that obstruct learning can result in educationally enfranchising a large segment of young people who have not been able to reap the benefits of educational progress. At the same time we may run the risk of promoting hastily designed "remedial" programs that stigmatize and classify students more on cultural differences than on the basis of any real disability.

A report published by the Office of Juvenile Justice in 1976, on the status of theory and knowledge on the link between learning disability and juvenile delinquency, contains some important cautions and recommendations for the approach that research and pilot programs should take.

Finally, I am pleased to note the cooperative efforts which have been extended through the next 2 years between HEW's Division of Drug Education and LEAA to continue the operation of regional centers which provide training for local communities to work out their own solutions and procedures in dealing with school-based delinquency. The recently awarded grant of $2.8 million over the next 2 years can result in a stronger alliance between these two agencies whose concerns in this area are so closely related, as well as developing a variety of strategies to cope with these problems effectively in a preventative rather than crisis manner.

I believe that congress has a responsibility to monitor work being done in these important areas to insure that it advances and that worthwhile approaches are replicated in other communities. This may require increased Federal commitment, which is certainly warranted.

In a recent article on the alienation of young people, Professor Edward Wynne makes the point as to why our commitment must be strong:

> Increased alienation raises important questions about the continuing vitality of American society. After all, that vitality ultimately depends upon the ability of adult-operated institutions such as schools to rear children and adolescents to become effective and competent adults.

The possible ramifications of these trends for the future are far too serious to overlook. I hope we can work together to equip our young people to successfully meet the challenge which tomorrow will bring.

Mr. Hooper will now take over.

STATEMENT OF MICHAEL HOOPER, PRINCIPAL, BROOKLYN, N.Y.

Mr. Hooper. I would just like to ride piggyback on some of the things the Congresswoman has indicated in terms of the staggering and disturbing statistics, and I am going to obviously zero in on New York City because that is where I work and that is where my expertise is.

At this particular time I would like for you to know there are 200,000 students absent on a daily basis in New York City on each and every day that you go to New York City. There are 200,000 students. That translates into something like a city that would be No. 30, say, in the United States.

Remember that we have a population of 1.2 million students. One million students are presently enrolled in our New York City public schools. Out of that as I said there are 200,000 absent.

There are additional problems. Our ninth grade junior high students are graduating and going into high schools. Two-thirds of them are at least 2 years behind in reading as opposed to the national norm of 50 percent approximately of persons being above and below, on or below the national reading level.

We have approximately two-thirds who are below that. We have junior high school students who are enigmas, half plant and half animal. The student has an elementary education at high school age and is placed in an intermediate or junior high school.

On top of that an individual is faced with physical as well as psychological changes. As Mrs. Chisholm indicated, they have just moved themselves from an elementary school setting where they have been in a self-contained classroom setting for at least 6 years, and now they have gone on to intermediate or junior high school where they are allowed to change classes. They have a lot more freedom.

They have a lot more decisions to make and they have to respond to peer group pressure which in many instances happens to be negative. They have less parental control because at that time more parents begin to go out to work once their children are no longer in elementary school level.

Consequently they have more freedom in school as well as more freedom after school. That has tended to get literally hundreds of thousands of students into problems at their junior high school level, as evidenced by the police department with the youth delinquent cards or Y.D. cards.

We have at least 75 different alternative settings in New York City's public schools. We call them alternative school settings when in fact most of the time it is just a cosmetic change of the traditional setting. You may have fewer students in a class, more adults in a class, miniscule changes in the kinds of courses they have, but for the most part they are only cosmetic changes.

Another problem is that the Federal Government, under the Office of Education, offers zero dollars to alternative education which has been cried for and demanded by congressional persons, by Federal staff persons, by city and State educators, by legislators on the city and State levels. And the Government, under the Office of Education, is providing no money.

Ironically enough, the only money that goes for alternative education comes from LEAA—law enforcement—which kind of tells you where we are headed when you talk about putting your educational moneys under a law enforcement agency.

I think that is no more right than putting the board of education under the police department, under the police commission, and you have to think about that.

If we are talking about putting our moneys under a law enforcement agency for education, we are really talking about penal institution orientation at an earlier age. What do you have as a result? Additional changes, locks, security guards, as Mrs. Chisholm indicated, but additionally you have a student who becomes more astute to how to deal with antipenal system attitudes.

He realizes he has an obstacle course in front of him now and that he must learn instead of from 18 to 80, it is now from 12 and up because the schools will then be no more than prepenal system institutions.

We have a problem in the United States around having a lot of money and not knowing what to do with it sometimes.

Mr. Quie. Could I interject? You talked about the Federal Government providing money except for LEAA for alternative schools. Since better than 90 percent of the money comes from State and local governments, would you address why no money is coming from them for alternative schools?

Mr. Hooper. There is money. Remember I indicated there were at least 75 alternative schools in the New York City system. That money comes solely from tax levy and State funds, State funds under the Office of Drug Abuse services, under special pupils with special educational needs. Under attendance, and then under tax levy funds, but again that is miniscule.

There is a $3 billion budget in New York City alone for education and not a dent of that goes for alternative education.

Mr. QUIE. That is where 90 percent of those moneys come from.

Mr. HOOPER. I understand that. But I was not asking for 90 percent of the money coming from the Federal Government for it. I am looking for your 10 percent to come to alternative education. I would be satisfied with that.

Let me just lay out a couple of other problems to you and probable, possible solutions to you. We have an attendance problem with students, 200,000 per day. In the face of that we reduced our attendance, teachers by more than 50 percent.

A few years ago we had over 3,700 teachers in attendance, 3,774. Presently we have approximately 1,400. Last year it was 1,667. I am quite sure it has reduced since then.

Guidance counselors who are there supposedly to give guidance are no more than administrative arms of the principal and assistant principal. Therefore, no guidance takes place by guidance counselors. If it did, on the other hand, we have eliminated guidance counselors almost totally in many of the districts. Many of those districts in New York City are down to one guidance counselor per two to three schools.

Junior high schools may have two guidance counselors to serve 1,200 students; three guidance counselors is like a surplus. They do not know what to do with that many guidance counselors. The Office of Drug Abuse provides a certain amount of counseling services through their structure of addiction, community coordinators and other staff who have to service those students but even they have been cut each year.

There has never been an increase in funds over the past 5 years and as to all pupil personnel services, anything that would further support helping the students. One of the things that I think we have to talk about seriously is developing educational settings throughout the Nation which address themselves to the human side of the student. Again, reflecting back to what Mrs. Chisholm indicated, there is too much coldness, too much callousness. It is too impersonal. Students are shifted around and they have numbers and that is about it.

They are pushed out as she had indicated. Do you realize that you can go through school not learning anything and all you have to do is pass on age? There is a rule in New York City that a student can only be held back once per grade level.

Therefore, I can be held over in elementary school level to fifth grade, go to the sixth grade, go to junior high school, be held over in eighth grade level and I may have a 2.3 reading level, go into high school and "graduate." I am pushed out. So many students are. They are even encouraged at the age of 16 that they can leave.

If you were told, "You can have a free education until you are age 21," it is an encouragement to drop out and this is not just at the high school level unfortunately.

Let me give you an example. There is a student in our alternative school now who, in the fifth grade, was absent 172 days out of a possible 181. I do not know how he stayed in school those remaining days. That was necessary just so attendance indicated he showed up.

I serviced the student the following year as a promoted individual to the sixth grade. He was absent 30 days in our following school year. I was told that we had done such a wonderful thing for Johnny. I indicated that I thought we were still 30 days behind. I felt that the student should be there every day.

Granted, he came to school much more than he had come in the last 3 years as that was not just 1 year. But, look, the student was promoted into the alternative school as opposed to being held over. There is no way you could indicate that individual qualified to be promoted.

Another surprising thing is we do case conferences every month on the progress or lack of progress of our students to find if we need additional services for them. We found that student was exactly 1.8 years behind in reading after being absent all of the time.

Again, the guidance counselor indicated to me, "Mr. Hooper, I think you have done a very good job with Johnny." I said, "I do not think so. Look at this. Would you want your child to be 1.8 years behind in reading? Would you be satisfied with that?"

This is an example of callousness, an example of how we have a double standard for the students whom we service and the students who we bear as our children.

Second, I indicated that I thought that student had a lot of congratulations that we should be giving him to only be that much behind after missing so many days of school. Again, remember that is not just the fifth grade. He had a history of being absent at least 50 percent of the school year starting from the second grade.

I would like to move on now to some of the things that can possibly happen with the student and how the Federal Government can help by not just providing dollars but also by providing a certain amount of muscle to the State and the city in terms of what can be done in reference to alternative education.

I have proposed to have a program similar to the one that was in Illinois. I went to the Office of Opportunities' Industrialization Center, better known as OIC, in Brooklyn with a proposal to have my students receive academic and clinical services in the morning because they receive not only academic but they also receive individual and group counseling, peer leadership training, to try to deal with all dimensions of the student.

I indicated I would like for OIC, under supervision of my staff personnel, to provide my students with technical skills, starting from grade 6 and to agree to work with those students from grade 6 through grade 12 so instead of teaching a student who has dropped out of high school how to do air conditioning and refrigeration in 6 weeks, I was saying, "Let's do it in 6 years. Let's have an apprenticeship with that student who would be very well qualified by the time he or she is ready to graduate from high school."

I would see a student being able to have 6 years of that work under his or her belt during the school years as well as during the summer, which is another bone I have to pick and another issue with summer programs. That student would have those 6 years of expertise and then would have the opportunity and option to do several things; one is possibly go on to further education at a technical school, go on for electrical engineering at a reputable college, or go on and receive a job with a business because he or she has had 6 years of concentrated work and skills.

OIC informed me we could not do that because in the rules and regulations it is said they could not service students who are within the jurisdiction of the Board of Education. The law says that the student would have had to drop out and be ready for rehabilitation as opposed to just being habilitated from the beginning. What I have laid out to you is no miracle.

It is nothing secret. It is not innovative. All we are talking about doing here is applying necessary skills that we have already acquired to students over a long period of time whereby they will acquire a certain amount of expertise.

Too often we indicate that we will choose a President, or a Senator, or a judge, or a Cardinal, or a Bishop, or a Pope on age. Now, we equate age with wisdom. We say with the man or woman who is very wise, a wise old man or a wise old woman.

Well, it comes from years of on-the-job training, experience, and application. Therefore, if you start at a very early age you can have some young wise people. You can have some young folks who are going out earning a living as opposed to trying to steal a living. I am quite sure you would have fewer robberies of taxicabs which has to be done on almost a daily basis primarily by young adults because they have no other way of receiving their funds.

I would see having definite kinds of skill development programs whereby students can apply that kind of skill during the course of the year and be able to reap some of the benefits of the so-called great society by the time he or she is 16.

I would like to end at this point and I would like to have questions from you in reference to any of the things I have brought up.

Mrs. Chisholm. I presume you would like to hear the last witness before the question period. Is that your desire?

Now, we are going to ask Mrs. Olivia Mitchell, the Director of Office of Youth Development in Los Angeles to testify.

[The prepared statement of Ms. Mitchell follows:]

TESTIMONY BY OLIVIA MITCHELL, DIRECTOR, OFFICE OF YOUTH DEVELOPMENT, CITY OF LOS ANGELES, MAYOR'S OFFICE BEFORE THE SUBCOMMITTEE ON ECONOMIC OPPORTUNITY OF THE HOUSE EDUCATION AND LABOR COMMITTEE ON SCHOOL-BASED DELINQUENCY AND THE SAFE SCHOOL STUDY BY THE NATIONAL INSTITUTE OF EDUCATION TO CONGRESS

MR. CHAIRMAN - I WOULD LIKE TO COMPLIMENT YOU AND THE CONGRESS ON THE ADOPTION OF THE 1977 JUVENILE JUSTICE AMENDMENTS AND THE STUDY JUST COMPLETED BY THE NATIONAL INSTITUTE OF EDUCATION. THEY ADDRESS DIRECTLY SOME OF MY PERSONAL CONCERNS IN THE AREAS OF YOUTH VIOLENCE AND VANDALISM. THESE ARE THE PROBLEMS OF NEGATIVE LABELING FOR THOSE YOUTH IN PROGRAMS FUNDED THROUGH LEAA: THE RECOGNITION OF THE IMPORTANCE OF YOUTH PARTICIPATION, LEADERSHIP, AND ADVOCACY IN SOLUTIONS TO THE PROBLEMS OF VIOLENCE AND VANDALISM: AND A REAFFIRMATION OF THE VITAL ROLE OF THE EDUCATIONAL SYSTEM IN THE PREVENTION, AMELIORATION, AND HABILITATION OF THOSE YOUNG PEOPLE INVOLVED IN VIOLENCE AND VANDALISM.

I HAVE BEEN PERSONALLY INVOLVED WITH YOUTH AS A PROFESSIONAL SINCE 1971 WHEN I JOINED THE STAFF OF THE LATE DISTRICT ATTORNEY JOSEPH P. BUSCH AS ASSISTANT DIRECTOR OF THE DISTRICT ATTORNEY's YOUTH ADVISORY BOARD. THIS WAS A MODEL CITIES PROGRAM WHICH HAD AS ITS GOAL TO BRIDGE THE COMMUNICATION AND KNOWLEDGE GAP BETWEEN YOUTH AND THE CRIMINAL JUSTICE SYSTEM. IT WAS COMPOSED

OF 24 YOUTH ENROLLED IN EIGHT INNER CITY HIGH SCHOOLS. THEIR JOB WAS TO DEVELOP PROGRAMS FOR THEIR PEERS WHICH WOULD PROVIDE THEM WITH BOTH THE INFORMATION THEY NEEDED ON THE LEGAL SYSTEM AND ITS IMPACT ON THEM, AS WELL AS OPPORTUNITIES TO PERSONALLY INTERACT WITH MEMBERS (STAFF AND POLICY MAKERS) OF THE CRIMINAL JUSTICE SYSTEM. IGNORANCE OF THE SYSTEM, EVEN BY THOSE WHO HAD EXPERIENCED IT, WAS IDENTIFIED AS A MAJOR PROBLEM. THE TECHNIQUES EMPLOYED TO COUNTERACT THIS PROBLEM INCLUDED:

... SPEAK-OUTS - HELD SEMI-MONTHLY AT COMMUNITY CENTERS FEATURING A MEMBER OF THE CRIMINAL JUSTICE SYSTEM OR COMMUNITY ORGANIZATION/AGENCY PROVIDING SERVICES WITHIN THE COMMUNITY. THESE PROGRAMS WERE OPEN TO THE GENERAL PUBLIC AND HELD IN THE EVENINGS.

... LAW AWARENESS WEEK - WEEK LONG PROGRAMS HELD IN JUNIOR AND SENIOR HIGH SCHOOLS INVOLVING AN ENTIRE GRADE LEVEL OR SCHOOL POPULATION. ACTIVITIES INCLUDED PRESENTATIONS BY JUDGES, FILMS, CLASSROOM DISCUSSIONS WITH REPRESENTATIVES OF THE CRIMINAL JUSTICE SYSTEM AND COMMUNITY ORGANIZATIONS, ADVERSARY ROLES OF THE DISTRICT ATTORNEY AND PUBLIC DEFENDER, FIELD TRIPS, AND, A HIGHLIGHT, VISITS TO THE SCHOOL OF MEMBERS OF THE "PRISON PREVENTERS", INMATES AT THE CALIFORNIA INSTITUTE FOR MEN AT CHINO.

... "WACHANGA WASEMA" - AN ANNUAL WEEKEND CAMP COMPOSED OF WORKSHOPS, SKITS, RECREATION, GUEST SPEAKERS, ETC.

DISTRICT ATTORNEY BUSCH WAS A REGULAR MEMBER OF THIS CAMP. CAMP COUNSELORS WERE MEMBERS OF LAW ENFORCEMENT, PRIVATE ATTORNEYS, PROBATION AND PAROLE OFFICERS, SOCIAL WORKERS, PARENTS, ETC.

... OTHER PROJECTS, INCLUDING CAMPS, CONFERENCES, LECTURES WERE PLANNED AND IMPLEMENTED AS NEEDED OR DESIRED BY THE DISTRICT ATTORNEY'S YOUTH ADVISORY BOARD MEMBERS.

EARLY IN 1972, WE BECAME DEEPLY INVOLVED IN A NEW PHENOMENON- A RISE IN YOUTH GANGS. GANGS OF THE NUMBERS AND VIOLENCE WHICH EXPLODED ON THE SCENE AT THAT TIME HAD NOT BEEN A PART OF THE HISTORY OF THE BLACK COMMUNITY IN LOS ANGELES. A COALITION OF PROFESSIONALS WAS FORMED IN JANUARY, 1972, TO DEAL WITH THE SERIOUS INCIDENTS OF GANG VIOLENCE. THIS CONSORTIUM INCLUDED SOCIAL WORKERS, TEACHERS, RECREATION DIRECTORS AND STAFF, PROBATION AND PAROLE OFFICERS, LAW ENFORCEMENT OFFICERS, LAWYERS, BUSINESSMEN, PARENTS, COMMUNITY ORGANIZERS, DRUG COUNSELORS AND YOUTH. WE CONVENED A MEETING OF THE TOP OFFICIALS IN THE CRIMINAL JUSTICE, EDUCATIONAL, AND SOCIAL SERVICE SYSTEMS IN FEBRUARY OF THAT SAME YEAR TO STATE OUR CONCERNS AND TO ASK FOR GUIDANCE AND SUPPORT. THE PROBLEM WAS NOT SEVERE ENOUGH AT THAT TIME. THESE OFFICIALS DID, HOWEVER, SUPPORT OUR ONGOING "VOLUNTEER" INVOLVEMENT.

OUR ACTIVITIES FOR THE NEXT TWO YEARS INVLUDED TRAINING PROGRAMS

FOR SCHOOL PERSONNEL (TEACHERS, SECURITY, AND PARENTS); CRISIS INTERVENTION AT COMMUNITY EVENTS (CONFERENCES, DANCES, ATHLETIC EVENTS, CONCERTS), AND PROSTELYTIZING THE NEED FOR THE NEED FOR THE PROGRAMS WHICH THE CONGRESS, NIE, AND LEAA HAVE NOW CONFIRMED AS IMPORTANT. THE JUVENILE JUSTICE CENTER IN LOS ANGELES, WHICH WAS PLANNED TO COMBINE MANY OF THESE APPROACHES, IS ONE OF THE CONCRETE RESULTS OF THIS EFFORT. DURING THIS TIME I WAS INVOLVED AT ALL LEVELS OF THE PROBLEM - CRISIS INTERVENTION AND COUNSELING, YOUTH ADVOCACY AND COUNSELING, AND POLICY MAKING (SERVING WITH THE REGIONAL BOARD IN ITS "IMPACT" PROGRAM AND ON THE ADVISORY BOARD WHICH CULMINATED IN THE JUVENILE JUSTICE CENTER).

THE ONE THEME WHICH WE DEMONSTRATED, SUPPORTED, AND ADVOCATED WAS THE IMPORTANCE OF INVOLVING YOUTH IN THE SOLUTION TO THE PROBLEMS OF VIOLENCE AND VANDALISM. IN ALL PHASES OF OUR PROGRAM BOTH OFFICIALLY AND UNOFFICIALLY, WE INVOLVED YOUTH AS EQUAL PARTNERS - MORE EQUAL AS THEY LIVED WITH THE PROBLEM ON A 24 HOUR BASIS. THESE YOUNG PEOPLE WERE OF AND FROM THE SAME COMMUNITY BUT NOT INVOLVED IN NEGATIVE EXPERIENCES WITH THE SYSTEM, ALTHOUGH THEY WERE NOT FREE FROM THE HOSTILITY AND SUSPICION FOUND IN INNER CITY COMMUNITIES. PAST REGULATIONS SUPPORTED BY CONGRESS AND LEAA PREVENTED THE USE OF SUCH YOUNG PEOPLE AS MODELS AND PARTICIPANTS IN LEAA SPONSORED PROGRAMS.

THE IMPORTANCE OF THIS EXPERIENCE IS IN HELPING ME TO IDENTIFY THE NEEDS, PROBLEMS, TECHNIQUES, SOLUTIONS, AND RELATIONSHIPS IN THE AREA OF YOUTH VIOLENCE AND SAFE SCHOOLS. THESE INCLUDED, BUT ARE NOT LIMITED TO:

... RESISTENCE OF PUBLIC SCHOOLS TO THE ACTIVE IMPUT OF COMMUNITY ORGANIZATIONS, AGENCIES, AND INDIVIDUALS

... LACK OF RESPECT FOR THE ABILITY OF YOUTH TO PARTICIPATE IN THE SOLUTION OF THE PROBLEM

... LACK OF TRAINING FOR MANY OF THE ADULTS WHO INTERACTED WITH YOUTH (TEACHERS, PARENTS, SERVICE PROVIDERS, POLICE)

... INABILITY TO DISTINGUISH REAL PROBLEMS (MENTAL, PHYSICAL) FROM GENERAL PROBLEMS (ILLITERACY, ADOLESCENCE AS A DISEASE)

... PUBLIC SCHOOLS (AND OTHER SERVICE PROVIDERS) RELUCTANCE TO ACCEPT ANY RESPONSIBILITY FOR THE PUSH-OUTS, DROP-OUTS, AND/OR HELP-OUTS.

... INCONSISTENT AND OFTEN ARBITRARY DISCIPLINARY RULES BY SCHOOLS, SOCIAL AGENCIES, RECREATION CENTERS, AND THE CRIMINAL JUSTICE SYSTEM.

... FOCUS ON SENIOR HIGH SCHOOLS

I SUPPORT THE NEW INITIATIVES WHICH ARE SPECIFICALLY DIRECTED AT THESE PROBLEMS. I HOPE THAT BOTH THEIR LETTER AND THEIR SPIRIT WILL BE ADHERED TO IN THE IMPLEMENTATION PHASE. I OFFER THE FOLLOWING SUGGESTIONS AND CAUTIONS:

... EDUCATION IN AN ALTERNATIVE SETTING SHOULD NOT BE A NEGATIVE EXPERIENCE. PUBLIC SCHOOLS HAVE A RESPONSIBILITY TO USE THEIR OWN FUNDS TO PROVIDE A BROAD RANGE OF EDUCATIONAL ALTERNATIVES TO ALL STUDENTS, NOT SPECIAL SCHOOLS FOR PROBLEM STUDENTS. IN THESE "SPECIAL" SCHOOLS THEY HAVE ONLY OTHER DEVIANTS AS PEERS DURING THAT TIME IN THEIR LIVES WHEN PEERS ARE THE MOST IMPORTANT PEOPLE IN THEIR LIVES.

... JUNIOR HIGH STUDENTS ARE THE MOST VULNERABLE (AND VIOLENT) OF ALL TEENS. MANY OF THEM NEVER ARRIVE AT SENIOR HIGH SCHOOLS. PROGRAMS SHOULD FOCUS ON THIS VOLATILE GROUP.

... INNER CITY-URBAN SCHOOLS ARE THE OLDEST AND MOST CROWDED IN THE UNITED STATES SCHOOL SYSTEM. THEY NEED OUR SPECIAL ATTENTION. ALTHOUGH SUBURBAN AND RURAL SCHOOLS HAVE AN INCREASING AND IMMEDIATE PROBLEM PROPORTIONATELY - THE NUMBERS OF YOUTH EXPERIENCING PROBLEMS ARE IN OUR URBAN IMPACTED AREAS.

... TRAINING PROGRMS FOR THE SCHOOL COMMUNITY SHOULD UTILIZE THE PROFESSIONAL RESOURCES OF THE COMMUNITY (PARENTS, YOUTH, YOUTH WORKERS, SOCIAL WORKERS, RECREATION LEADERS)

... LAW RELATED EDUCATION IS VITAL FOR STUDENTS AND PARENTS. OPPORTUNITIES FOR LAW RELATED GROUPS, ORGANIZATIONS, AND ASSOCIATIONS, INCLUDING ETHNIC ASSOCIATIONS, TO DEVELOP

PROGRAMS SENSITIVE TO THE COMMUNITY SHOULD BE ENCOURAGED

... A WORKING AND ACADEMIC DEFINITION OF LEARNING DISABILITY AS TI WILL BE UTILIZED BY LEAA MUST BE DEVELOPED AND REFINED TO PREVENT A REOCCURENCE OF THE EDUCATIONALLY MENTALLY RETARDED (EMR) SCANDAL.

... YOUTH LEADERSHIP, PARTICIPATION, AND ADVOCACY MUST BE STRESSED INCLUDING TRAINING AND FUNDING FOR THE YOUNG PEOPLE INVOLVED.

... COMPREHENSIVE SUPPORT SERVICES MUST BE A COMPONENT OF ALTERNATIVE EDUCATION. TEACHERS SHOULD BE FREE TO TEACH. OTHER SERVICES, AVAILABLE ON A 24 HOUR BASIS, INCLUDING CRISIS INTERVENTION, SHOULD BE PROVIDED BY THE LEAA INITIATIVE IN CONJUNCTION WITH AND COORDINATION WITH LOCAL RESOURCES AND SERVICES.

... SCHOOL GOVERNANCE, SHOULD INVOLVE STUDENTS, PARENTS, AND OTHER COMMUNITY GROUPS IN THE DEVELOPMENT OF FAIR AND CONSISTENT DISCIPLINE. IN ADDITION, THIS GOVERNANCE SHOULD INCLUDE STANDARDS FOR ACADEMIC AND OTHER ACHIEVEMENTS.

ATTACHED ARE TWO EXAMPLES OF THE PROGRAMS I HAVE MENTIONED. THE FIRST IS AN OUTLINE OF THE TRAINING PROGRAM WE IMPLEMENTED AND A SCHOOL GOVERNANCE PROGRAM DEVELOPED BY STUDENTS AT LOCKE HIGH SCHOOL IN 1974. IT CONTRIBUTED DIRECTLY TO THE DRASTIC REDUCTION IN VIOLENCE AND VANDALISM AT THAT SCHOOL WHICH WAS THE HUB OF GANG ACTIVITY. THE YOUNG LADY WHO WAS STUDENT BODY PRESIDENT AT THAT TIME, ACQUANETTA HARRISON, WAS A MEMBER OF THE DISTRICT ATTORNEY'S YOUTH ADVISORY BOARD.

--END--

STATEMENT OF OLIVIA MITCHELL, DIRECTOR, OFFICE OF YOUTH DEVELOPMENT, LOS ANGELES

Ms. MITCHELL. Gentlemen, I have prepared a written statement. I will simply summarize it because I always feel that the question and answer time is the most important. I would like to acknowledge a few things, however, and that is to compliment you and the Congress on the adoption of the 1977 Juvenile Justice Amendments and the study just completed by the National Institute of Education. They address directly some of my personal concerns in the areas of youth violence and vandalism. These are the problems of negative labeling for those youth in programs funded through LEAA, the recognition of the importance of youth participation, leadership and the advocacy in solutions to the problems of violence and vandalism, and a reaffirmation of the vital role of the educational system in the prevention, amelioration, and habilitation of those young people involved in violence and vandalism.

I have been personally involved with youth as a professional since 1971 when I joined the staff of the late district attorney's Youth Advisory Board. This was a Model Cities program which had as its goal to bridge the communication and knowledge gap between youth and the criminal justice system.

Early in 1972, we became deeply involved in a new phenomenon—a rise in youth gangs. Gangs, of the numbers and violence which exploded on the scene at that time, had not been a part of the history of the black community in Los Angeles. A coalition of professionals was formed in January 1972, to deal with the serious incidents of gang violence.

This consortium included social workers, teachers, recreation directors and staff, probation and parole officers, law enforcement officers, lawyers, businessmen, parents, community organizers, drug counselors and youth.

Our activities for the next 2 years included training programs for school personnel such as teachers, security and parents, crisis intervention at community events such as conferences, dances, athletic events, concerts and trying to get across the need for the programs which the Congress, NIE and LEAA have now confirmed as important.

The Juvenile Justice Center in Los Angeles, which was planned to combine many of these approaches, is one of the concrete results of that consortium.

The one theme which we demonstrated, supported and advocated was the importance of involving youth in the solution to the problems of violence and vandalism, and it is a theme that I continue to support. Some of the things we identified in trying to deal with the problem of youth violence in Los Angeles were the following:

Resistence of public schools to the active input of the community organizations, agencies and individuals; lack of respect for the ability of youth to participate in the solution of the problem; lack of training for many of the adults who interacted with youth such as teachers, parents, service providers, police; inability to distinguish real problems such as mental and physical from general problems, such as illiteracy, adolescence as a disease; public schools and other service providers reluctance to accept any responsibility for the push-outs, drop-outs and/or help-outs; inconsistent and often arbitrary disciplinary rules by schools, social agencies, recreation centers and the criminal justice system and their focus on senior high schools.

I support the new initiatives which are specifically directed at these problems. They are that education in an alternative setting should not be a negative experience. Public schools have a responsibility to use their own funds to provide a broad range of educational alternatives to all students, not special schools for problem students.

In these "special" schools they have only other deviants as peers during that time in their lives when peers are the most important people in their lives.

The junior high students are the most vulnerable and violent of all teens. Many of them never arrive at senior high schools. Programs should focus on this volatile group.

Inner city, urban schools are the oldest and the most crowded in the United States school system. They need our special attention. Although suburban and rural schools have an increasing and immediate problem proportionately, the numbers of youth experiencing problems are in our urban impacted areas.

Training programs for the school community should utilize the professional resources of the community such as parents, youth, youth workers, social workers, recreation leaders.

Law related education is vital for students and parents. Opportunities for law related groups, organizations and associations, including ethnic associations, to develop programs sensitive to the community should be encouraged.

A working and academic definition of learning disability as it will be utilized by LEAA must be developed and refined to prevent a reoccurence of the educationally mentally retarded (EMR) scandal.

Youth leadership, participation and advocacy must be stressed including training and funding for the young people involved.

Comprehensive support services must be a component of alternative education. Teachers should be free to teach. Other services available on a 24-hour basis, including crisis intervention, should be provided by the LEAA initiative in conjunction with and coordination with local resources and services.

School governance should involve students, parents and other community groups in the development of fair and consistent discipline. In addition, this governance should include standards for academic and other achievements.

I have submitted with this testimony two items, one of which I just want to bring to your attention. One is a school governance that was developed by the students at Locke High School in 1974, a high school which was the hub of gang violence in Los Angeles. This governing rule developed by the students included behavior for students, teachers and parents and required that the parents read it, sign it and send it back.

It contributed to a drastic reduction in violence at that particular high school. We will all be available for questions.

Mr. QUIE. Mr. Chairman, I am sorry but the bells have rung and we have to leave now. I feel a little bit like the teacher who has to take off to take care of his own problems just when the student needs his help. And that is the nature of this beast, too, the Congress.

I like what you said and, Shirley, I appreciate your testimony as well as that of Mr. Hooper and Ms. Mitchell. I am bothered that we do not automatically address ourselves in education to meet the needs, the particular needs of the students. I am bothered that the only thing we have at our disposal is to do something about trying to improve the teachers' ability to handle it. I find that a very difficult task.

For instance, as you indicated about the TV, are we going to continue to bombard our children with violence in that whole training period? Are we going to try and solve this in isolation in our schools?

I am so convinced that parents and communities have to be involved in a part of this. Formerly, young people, about the time they reached puberty, were given some responsibilities in their communities and they did something and were recognized as being of value to their communities.

Our means of doing that today is by paying people. If we delay that today and do not even give them the education, as you indicated, that they can see is going to be useful to them later on, I do not see why we will have anything but violence. I am amazed that young people are as patient as they are going through it. I commend you on what you are doing.

What I want to leave with you is that unless the community is involved in that responsibility I think we are dealing with only a partial deck. I think that is where the real crunch is. I wish I could stay with you and glean some more from you of the wealth of information you have.

Thank you very much.

Mr. ANDREWS. In view of the fact we do need to go over to the floor and answer the vote and it is now 12:26 p.m., I believe it would seem an appropriate time while we are there just to take lunch and return by 1:45 p.m. We will resume at 1:45 p.m.

Thank you very much.

[Whereupon, at 12:26 p.m. the subcommittee was recessed to reconvene at 1:45 p.m. the same day.]

AFTERNOON SESSION

Mr. ANDREWS. We will ask the hearing to come to order. Our next witness is Mr. John Rector, Administrator, Office of Juvenile Justice and Delinquency Prevention.

Mr. Rector, you have been complimented, in your absence, by some of the other witnesses. We are glad to have you with us.

Mr. RECTOR. Thank you very much. I was present for part of the earlier testimony. I would like to make several observations with regard to that testimony and then highlight my prepared statement.

The full statement could be submitted for the record, if that is appropriate.

Mr. **Andrews**. We would certainly appreciate it. May I suggest, as I did in the beginning, that what I think we really need in this record is not so much further data in support of the fact that we do have, in this Nation, a problem of violence in the schools.

Most of the witnesses, unfortunately, want to repeat and repeat and repeat the statistics showing to what extent the problem exists. I think all of us here are well aware of that. What we are really looking for now is the answer to the question of whether the Federal Government has any proper or necessary role in terms of a solution, and if so, in what direction legislation should go and where the money should be spent. We need to work on legislation, not so much a dramatization of the fact that we do have a problem. I would suggest, if I may, that you primarily address yourself to those issues.

[The prepared testimony of Mr. Rector follows:]

STATEMENT OF JOHN M. RECTOR, ADMINISTRATOR, OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION, U.S. DEPARTMENT OF JUSTICE

It is a pleasure, Mr. Chairman, to appear today before the Subcommittee on Economic Opportunity to address a grave problem of national concern -- school violence and vandalism. I am aware of a tragic incident which bears some lessons for all of us who are particularly concerned with the problems of modern American education.

The incident involved Ellen Barstow, a teacher in the public schools of Canton, Massachusetts, who punished four members of her elementary school class by the time honored method of keeping them after school. After the four youths were permitted to leave, the teacher began to walk home when she was confronted on the street by the same four youths. They yelled at her, pushed her around, and finally attacked and beat her with rocks and fists. Ellen Barstow subsequently died as a result of injuries sustained in this attack.

For many, incidents such as this tragic one represent a problem peculiarly characteristic of contemporary America. In fact, this attack occurred on October 8, 1870, more than 100 years ago.

If examples such as this indicate that our schools have never been totally immune from violence, we have been comforted with the thought that such problems were at least sporadic and isolated. I know it is not necessary to tell the members of this Subcommittee that violence and vandalism in our schools continues to challenge our communities.

The predicament facing our schools and communities today is not susceptible to easy definition -- it transcends mere labels such as "school violence," "vandalism," delinquency" or "disruption." These are complex problems.

Victimization surveys and crime incidence reports indicate that young people are most likely to be the victims of criminal activity, as well as most often the perpetrators. Disruptive activity in the schools is a reflection of society as a whole.

As the Senate Subcommittee to Investigate Juvenile Delinquency, in its Report, "Challenge for the Third Century: Education in a Safe Environment--Final Report on the Nature and Prevention of School Violence and Vandalism," stressed:

> We should emphasize that this is not a problem found exclusively in large cities or solely involving less affluent school districts. Schools voicing a concern over the escalating rates of violence and vandalism along with the often attendant problems of weapons, drugs and rampant absenteeism, can be found in any city, suburb or town regardless of geographical location or per capita income. Simply put, while not every school suffers from serious violence and vandalism problems, no school can afford to adopt the smug attitude that "it can't happen here." Unfortunately, it can,and has, been happening to all too many schools.

As you know, the Juvenile Justice and Delinquency Prevention Act of 1974, as presently amended, recognizes that efforts to control and prevent juvenile delinquency cannot succeed by ignoring the tremendous impact of school problems. Thus, the vital role of education is acknowledged throughout the Act:

- --Congress finds in section 101(a)(5) that juvenile delinquency can be prevented through programs designed to keep students in elementary and secondary schools through the prevention of unwarranted and arbitrary suspensions and expulsions; assistance to States and localities for such programs is a purpose of the Act expressed in section 102(a)(6)

- --The Commissioner of the Office of Education is named as a member of the Coordinating Council on Juvenile Justice and Delinquency Prevention;

- --Members of the National Advisory Committee and State Advisory Groups are to have special knowledge concerning prevention and treatment of juvenile delinquency, including youth workers involved with alternative youth programs and persons with special experience and competence in addressing the problem of school violence and vandalism and the problem of learning disabilities;

- --Educational programs or supportive services designed to keep delinquents and to encourage other youth to remain in elementary and secondary schools or in alternative learning situations are identified in section 223(a)(10) as advanced techniques;

- --Special emphasis is given in section 224 to development and implementation, in coordination with the Commissioner of Education, of model programs and methods to keep students in elementary and secondary schools and to prevent unwarranted and arbitrary suspensions and expulsions and to encourage new approaches and techniques with respect to the prevention of school violence and vandalism;

- --Teachers and educational personnel are specifically identified to receive training from OJJDP's Institute for Juvenile Justice and Delinquency Prevention. Additionally, law-related education and the critical role of lay people and youth/citizen participation are highlighted.

In my statement today, Mr. Chairman, I will offer some general perspectives and describe relevant activities sponsored by the Office of Juvenile Justice and Delinquency Prevention.

One traditional response to disciplinary problems -- namely indiscriminate suspension or expulsion of students -- is self-defeating. Many youths are locked out of the educational process for such offenses as tardiness or truancy. Non-disruptive, non-violent, non-aggressive students are wrongly labeled "trouble makers." With no alternatives, the label becomes self-fulfilling. Later, the labels become "juvenile delinquent" and "unemployable." The poor and minority group members are particularly victimized by these insensitivities.

In its 1975 survey entitled School Suspensions: Are They Helping Children, the Children's Defense Fund reported that 63.4 percent of all suspensions were for non-dangerous offenses; and 25 percent were for truancy or tardiness.

Other studies demonstrate that the problem of school violence is often likely to involve non-student school intruders. Unwarranted disciplinary exclusions, for truancy or non-serious misbehavior, swell the ranks of potential school intruders. These same studies show that much school violence is specifically directed at the students and teachers involved in the exclusionary process. School intruders are often acting out their frustration and anger connected with their exclusion. While a student who poses a serious threat to the school community might be excluded from schools, suspensions for relatively minor misbehavior such as tardiness or smoking contribute to later, more serious problems. Alternative ways of handling less serious problems must be developed.

A related issue is how discipline is administered. Quite possibly the single most important factor in reducing school disruption is a system of discipline in which the entire school community is involved and which is perceived as being fundamentally fair. Written codes of rights and responsibilities, with student, parental, and teacher input, and enforcement procedures based on due process requirements go a long way towards achieving a healthy attitude towards discipline. The United States Supreme Court has recognized these factors in recent decisions requiring fair disciplinary procedures. Research in this area confirms that student involvement in policy making often increases student commitment to the school and can reduce student offenses. As the first large governmental institution that a young citizen interacts with, the school has the unique opportunity of providing a healthy sense of responsible participation.

Attorney General Bell recently emphasized the important role of the Department of Justice in this regard when, before the Southern Association of Colleges and Schools, he said in part, "We teach fundamental fairness in the sense that there are levels to be reached in dealing with American citizens which go beyond due process in terms of decency and civility." This is especially important with respect to our younger citizens.

In approaching the problems of schools, it is important to remember that the school is a microcosm of the community it serves. The problems of that community will be reflected in its schools. School violence must be viewed in the context of community violence, illegal gang activity, learning disabilities, substance abuse, nutrition, and the myriad of other factors determining the quality of life in a particular community. So, too, must the solutions to the school's problems spring from the community. The use of school facilities for community education, and other neighborhood activities, when properly supervised, has proven an effective means of generating a positive attitude about the school and reducing the incidence of school violence and vandalism.

Programs supported by OJJDP utilize resources available under the Juvenile Justice and Delinquency Prevention Act as well as some other Law Enforcement Assistance Administration funds. Some programs are aimed at teachers, while others are aimed directly at students; some work within the existing school system, while others operate outside of traditional settings. OJJDP has given special attention in these areas to research prior to implementation, followed by evaluation during and after a program. In this way, maximum benefit can be gained and the results disseminated.

The 1974 Act is permeated with language designed to cultivate participation by young persons. Too often young people are systematically excluded from participation in the planning, operation and evaluation of programs that exist supposedly for them. Thus, they are further alienated and denied the opportunity to learn, to make mistakes, to be held accountable and responsible for their judgment and actions. Youth participation should be a cornerstone of any program designed to curb violence and vandalism in our schools.

Interagency Agreements

In 1975, the Office, at the request of Senator Birch Bayh, Chairman of the Senate Subcommittee to Investigate Juvenile Delinquency, launched a planning effort aimed at designing an appropriate assistance role for the Department in the school crime area. The study which resulted from the planning project -- "Planning Assistance Programs to Reduce School Violence and Disruption" -- was prepared by Research for Better Schools (RBS), Inc., of Philadelphia, Pennsylvania, and was released March 18, 1976. A primary purpose of the project was to provide a basis from which we could work in development of technical and financial assistance programs designed to enable communities to cope more effectively with the problem of school violence.

The study confirmed the feelings of many that schools were "being trapped in a web of violence which is destroying their effectiveness as institutions of learning."

Building on selected recommendations from the RBS study, documents published by Congressional committees, and consultation with others, the Office initiated a two-part program. The program expanded existing Office of Education projects.

The first program is known as the School Team Approach for Preventing and Reducing Crime and Disruptive Behavior in the Schools. The approach, which has been applied in the alcohol and drug prevention areas, involves providing training and support to local teams to enable them to plan and implement appropriate strategies geared to their uniqueness.

The five Regional Training Centers provide 12 days of intensive training to special teams from local schools. Seven-member teams at each site are composed of an administrator, teacher, counselor, school security officer, a representative of the local juvenile justice system, a community member, and a student.

The Alcohol and Drug Abuse Education Program received $1,233,000 from us for this purpose in Fiscal Year 1976. The pilot effort involved 81 schools and 565 team members. Last summer we announced a $2.8 million extension of the program to cover two more years. The new program will involve 210 additional schools and another 1,470 team members.

The new agreement will allow us to fully test the strategies developed during the first year and expand the opportunity for OE's application of this team problem-solving approach in schools throughout the country. In addition to training, technical assistance will be provided to assist local school teams in the development and implementation of relevant school programs.

The most frequently suggested approaches to reduce disruptive behavior in the schools that stemmed from the pilot program included use of peer counseling; alternative education programs for disruptive students; conferences between school officials, parents, and probation officers; increased student decision-making in policy areas such as methods for handling offenders and discipline codes; and, training school faculty and students in problem solving, communications, conflict management, and intercultural relations.

A second interagency agreement with the Teacher Corps is providing $2 million in support for a School Crime Intervention Component of the Youth Advocacy Teacher Corps Program. The objective of the program is to demonstrate the degree to which student-based intervention initiatives can reduce the incidence of crime, violence, and disruption occurring in schools.

The Teacher Corps Youth Advocacy Program, which focuses on troubled youth (particularly those involved with the juvenile justice system), training of educational personnel to work with these youth, and working with the community to develop alternative approaches, was felt to be a natural focus for a project addressing school disruption. Students given the responsibility of planning and carrying out projects which affect their lives would seem more likely to pursue healthy goals. Through this program, therefore, we hope to involve youth in key decision-making, program development, and implementation activities.

As indicated, the concept of youth participation, in my view, should be an integral part of the philosophy of the Office of Juvenile Justice. A major selection criterion for the award of grants by OJJDP will be the extent to which applicants involved youth in the assessment of needs, and in design and operation of programs.

Students recruited for our Teacher Corps program represent a cross-section of youth at the participating schools. Special steps are taken to include students involved in disruptive activities, involved in the juvenile justice system, and potential dropouts. Faculty, staff, parents, and community members provide instruction and assistance.

OJJDP, through its Institute for Juvenile Justice and Delinquency Prevention, is supporting a national evaluation of both parts of the interagency school violence initiative. With respect to our Teacher Corps effort, the evaluation will test ways to refine the role of youth participation as a method for effectively addressing school disruption. The School Team Approach, will be studied to determine effective methods of reducing violence and fear of violence. The evaluation of each component will also result in the documentation of helpful programs.

School Resource Center

The interagency programs I have discussed, Mr. Chairman, are actively underway. Other efforts are planned. The School Resource Center will assist communities in the development of programs to reduce disruptive behavior and improve the school environment and climate. The Center will provide citizens with information on promising programs to reduce school violence and will assist schools in locating appropriate assistance. A training component will be directed at the entire school community. Training will be designed to upgrade the skills and knowledge of these individuals and increase their capacity to work together effectively.

Development of the resource center concept is now nearing completion. We anticipate announcing a Request-for-Proposals and the statement of work for a competitive procurement procedure in the near future.

Alternative Education

OJJDP also anticipates a major Special Emphasis initiative in the area of Alternative Education.

The initiative is based on several underlying premises, a number of which are highlighted in the Juvenile Justice Act. Alternative education is a direct result of the inadequacies of many schools in providing a real and meaningful education to today's students. Subjects that students need or are interested in must be stressed. Family, social, and community problems require attention. The development of survival skills for dealing with predictable obstacles to success should be elementary.

Rather than respecting cultural and normative differences, often officials reject particular student values and treat them as inappropriate. The initiative now being developed will focus resources on alternatives to traditional educational experience which recognize special student needs and difficulties.

Learning Disabilities and Juvenile Delinquency

During the past several years, considerable attention has been paid to the possibility of a relationship between specific learning disabilities and delinquent behavior. While the available evidence of such a relationship is inconclusive, learning-disabled youth do present a special problem for school systems.

The Office's Institute is presently funding a $1.5 million program in this area to determine answers to the following three questions:

> Is there a difference in the percentage of non-delinquent and delinquent youth who are learning disabled and, if so, does the percentage change with increasing penetration of the juvenile justice system?
>
> Can remediation programs assist learning disabled delinquents in effectively coping with their handicaps while they are involved in the juvenile justice system?
>
> Does such remediation have any impact on the delinquent behavior of the participating youth?

The answers to these questions will have a definite bearing on special programs in the educational system.

Law-Related Education

Law-related education is designed to provide citizens, teachers, and students with an appreciation of the ways in which the law and the criminal justice system work, their rights and obligations under the law, and the means by which they can better understand the way in which the law fulfills its obligations to them.

Law-related education is important because many citizens fail to understand the basic concepts of a society under law. Because people don't understand the law, they don't realize that they as individuals have an important stake in making it work. Law-related education is thus considered an important feature of the school curriculum and is relevant to a student's appreciation of the need for a fundamentally fair school environment.

LEAA has been the lead Federal agency in sponsoring law-related education programs. Programs at the elementary-secondary levels have been funded in more than thirty states. Over two hundred projects have been assisted and well over one million students, grades kindergarten through twelve, are directly reached each year. Teacher training is an important component of these programs. OJJDP funds are currently being utilized to support the work of the Constitutional Rights Foundation in training teachers how to conduct courses in law-related education. As the Supreme Court has indicated in the Tinker and Goss cases, students do not leave their rights at the schoolhouse door. However, such rulings are meaningless if there are no means to convey to students the nature of their rights and responsibilities. Law-related education is an important instrument in this regard.

Technical Assistance

The Juvenile Justice Act authorizes and encourages OJJDP to provide technical assistance in the planning, establishment, funding, operation and evaluation of juvenile programs. The overall purpose of technical assistance is to support OJJDP program activities. The infusion of technical help at a critical time in a project's development can serve to avoid future difficulties. Technical assistance is also a means of transferring knowledge and skills, and enhancing a recipient's capacity to address later needs on its own.

OJJDP technical assistance needs are assessed twice a year. Assistance for school communities has been provided in numerous instances, for example:

--In Florida, training on crisis intervention and delinquency prevention was provided for independent youth workers and school personnel;

--The Madison County, Indiana, Superior Court was aided in identifying available services for problem youth;

--A literature search was conducted for the Kentucky Executive Office of Staff Services on programs for youth with special needs, such as learning disabilities;

--The Montana Board of Crime and the Montana Child and Youth Development Bureau was provided a statewide youth needs assessment for planning in such areas as school violence and services to troubled youth.

Standards

To examine existing practices and policies, and to stimulate thinking among policy makers and practitioners, the Juvenile Justice Act required the Office, in cooperation with the National Advisory Committee, to develop standards for the administration of juvenile justice. Reports containing standards and recommendations were issued in September 1976 and March 1977.

An Institute of Judicial Administration/American Bar Association (IJA/ABA) standards project, funded by the office, is also working on development of juvenile justice standards. In all of these activities, standards relating to schools and the educational process have been considered. Such standards were included in various portions of the Advisory Committee's recommendations. The IJA/ABA Project has issued a separate volume on "Standards Relating to Schools and Education." The introduction to that document highlights the importance of standards in this area:

> If one shifts the focus to juvenile "justice," (from the "juvenile justice system") attention is directed more broadly to the conditions and circumstances that will bring about fair and decent treatment of children, including the satisfaction of basic human needs for love, care, food, and shelter; the positive models of behavior a child might imitate; the experiences that will prepare a child for adult responsibilities and provide positive attitudes about self; a world in which the child can think favorably about future prospects. Justice for children depends upon the distribution of wealth and opportunities; values that are shared; qualities that are rewarded. A just world for children in American society certainly depends upon the child's family life and his or her life in school.

The standards were developed, in part, to provide guidance to States in meeting the statutory requirement that they have comprehensive standards and goals in order to receive LEAA assistance. Each will have to adopt such standards as the jurisdiction deems appropriate and necessary.

Operating without standards does not guarantee failure, but it does invite it. Specific standards enable officials and citizens to know where the juvenile justice system is heading, what it is trying to achieve, and what, in fact, it is achieving. Proposed standards provide an important resource for use by policy-makers, planners and juvenile justice professionals throughout the country. OJJDP is now developing programs and supporting further research to facilitate review of these recommendations and to encourage their implementation.

Finally in this regard, Mr. Chairman, I would like to highlight an activity of our Institute which complements the standards program. We have supported the compilation of a nine-volume "Comparative Analysis of Delinquency Prevention Theory." Over one hundred issues, questions, and theories pertaining to the organization, operation, and underlying assumptions of juvenile justice and delinquency prevention are covered in the analyses. The volumes are: Preventing Delinquency; Police-Juvenile Operations; Court Structure, Judicial and Non-Judicial Personnel and Juvenile Records; Jurisdiction-Delinquency; Jurisdiction-Status Offenses; Abuse and Neglect; Pre-Adjudication and Adjudication Processes; Prosecution and Defense; and, Juvenile Dispositions and Corrections. Many of these volumes deal with issues relating to the schools.

Research, Training, and Information Dissemination

As you will note from my previous remarks, our Institute plays a crucial role in the Office's activities, from project design to final evaluation. We have tailored its program to support activities most relevant to our current planning and policy-analysis needs.

Besides the activities to which I have already referred, Mr. Chairman, several other of our Institute's projects relate to educational disruption and school safety. Project READ (Reading Efficiency and Delinquency) trains teachers in alternative schools and community-based facilities to improve reading levels of functionally illiterate juveniles.

Prescriptive Packages are handbooks that consolidate the best available research information, operational experience and program guidelines on particular issues. Each one is, in effect, a "how to" book for interested organizations and individuals. In cooperation with the National Institute of Law Enforcement and Criminal Justice, we are in the process of developing a School Vandalism Prescriptive Package. It will be a synthesis of operational efforts to combat the problem of destruction, theft, and violence in the schools. The effectiveness of various approaches will be addressed and commonly held definitions of terms identified.

The document will describe selected programs which appear most amenable to synthesis and replication, and thus serve as a handbook for interested school officials and community representatives. In conjunction with this effort, a state-of-the-art document entitled "School Vandalism: A Review of Programs" is being prepared.

Physical Security and Environmental Design

Mr. Chairman, although I have not stressed security or technological projects, this should not be construed to mean that such efforts are without value. Some programs have had notable results and would be appropriate for consideration of State and local authorities when allocating their own resources. There is a wide range of security systems, techniques, and devices produced by various manufacturers which might fit into a particular system's school crime prevention concept. The same concepts which are utilized to protect businesses have been applied successfully in schools to reduce losses from theft and vandalism.

Another approach which should receive attention by school administrators is "Crime Prevention Through Environmental Design." Studies have shown that the architectural design of public and private structures has a definite impact on crime. A pilot project in four Florida high schools, supported by the National Institute of Law Enforcement and Criminal Justice, addresses the concerns of property protection, personal defense, educational policy, and restoring confidence in the participating schools. Unused areas are being made more attractive, some places within the schools are being redesigned, and access to school areas is being revised. Of course, environmental design holds the most promise when taken into consideration before a school is built.

Conclusion

Many factors impact on student behavior and school disruption. I have outlined some of the strategies developed and utilized by OJJDP to address these problems. It is important to note, however, that there is no purely Federal solution. Government can help alleviate some of the burdens. Ultimately, the schools must rely on the involvement and cooperation of local juvenile authorities, school officials, and concerned members of the community. We in Washington cannot and should not make the decisions and policies which are quite properly made by those familiar with the realities and peculiarities of individual situations.

Our schools must not be turned into armed fortresses in order to provide a secure place in which to teach and learn. It is our intention to continue to seek out and develop programs that not only make good security sense, but also make good educational sense. Student and parental involvement is one of the most essential elements in these programs. If a school can achieve the support of its students and parents in efforts to reduce violence and vandalism, it will have succeeded in laying a solid foundation for an improved situation. It is apparent that administrators and teachers alone cannot hope to successfully solve these problems without help from other elements of the school community.

In attempting to understand these problems, it should also be remembered that there are innumerable factors which contribute to any particular incident. An assault on a student may be partially the result of circumstances as practical and immediate as a theft of lunch money, as well as elements as subtle and deeply rooted as a high school junior who can barely read or write and for whom the entire educational experience has been a continuing lesson in failure, frustration and repeated humiliations. Given the diversity of the contributing factors interrelated in the overall issue of school related crime, it is apparent that in order to be successful any set of solutions must be as broad and multifaceted as the roots of the problems themselves.

To that end, the Office has joined with six other Federal departments and agencies in support of the Cities in School Project (also known as Project Propinquity) which is currently operating in Atlanta, Indianapolis, and New York City. The project represents a unique partnership of not only Federal, but also State, local, and private resources.

Using the school as its base, the project seeks to serve dropouts, potential dropouts and low achievers by coordinating educational and social services which are already available -- but are inaccessible and scattered throughout the cities. The project is a significant departure from the traditional approaches of which these young people are the tragic victims. It serves as an advocate for solution of a full range of problems. At present the project is serving over three thousand young people in nearly two dozen school centers and coordinating the services of 34 different agencies. It is this kind of common sense commitment to children, to fairness, and to community involvement that provides some answers to the serious problems we address today. We certainly have an obligation to do better for the thousands of teachers and millions of students in America.

Thank you, Mr. Chairman. I would now be pleased to respond to any questions which the Subcommittee might have.

STATEMENT OF JOHN RECTOR, ADMINISTRATOR, OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION

Mr. RECTOR. My statement, in fact, Mr. Chairman is solution-oriented and sketches our program for the current year. It does not directly speak to the nature and extent of the problem. I believe we are on track with your wishes in that regard.

Mr. ANDREWS. Good.

Mr. RECTOR. I have had an opportunity to review in a cursory fashion the National Institute of Education's study on school violence. Joseph Califano, Secretary of HEW, highlighted a key finding of the study—the most important difference between a safe school and a violent one was a strong principal who showed his or her dedication to the school and instituted a fair, firm, and consistent system of discipline.

I heard your earlier comments to the effect that some individuals, however much training they receive, and despite years of experience, may not be as responsive to that kind of training as others. I agree.

The program of the Office of Juvenile Justice and Delinquency Prevention is very much predicated on the fact that the system of discipline within the schools has to be firm, fair and consistent.

Previous Senate reports on school violence and earlier hearings stressed that significant finding.

TV violence was mentioned earlier. I know you are aware that, pursuant to the Juvenile Justice Amendments of 1977, we are to explore in the coming year the relationship between TV violence and delinquency—delinquency in the school or elsewhere. Congressman Quie's earlier observations were very instructive to me. We are hoping to initiate a joint project with Charlie Farris, of the Federal Communications Commission and Mike Partschuk of the Federal Trade Commission, in order to begin a conscious, thoughtful, assessment regarding the relationship of TV violence and delinquency.

Congressman Quie noted earlier that a young person spends more time in front of the television than in school and is probably subjected to far more violence from television than in school.

There was very little mention in the previous testimony I heard of the problem of the underreporting of incidences of violence and vandalism. This has been noted by other observers.

Consistent with your desire, Mr. Chairman, I will not go into the nature and extent of the problem in detail. It is important to note, however, that the NIE study places emphasis on interviews with principals. It could do with some balance and place more emphasis on the views of teachers and others who reflect a different perspective.

I know that Mr. Shanker of New York and the former head of the NEA, Mr. Harris—when we had an opportunity a couple of years ago, to discuss this with them—discussed at length the underreporting of the incidence of school violence and kinds of pressures that teachers and counselors are subjected to that inhibit their reporting, in a conscious way, the nature and extent of violence and vandalism in the schools.

There has been some comment today about the Office of Education program, both in the Teachers Corps and in the alcohol and drug area. It is in this regard that the Office of Juvenile Justice has worked in a concerted effort. Secretary Califano's press release relating to the NIE study that mentioned that HEW was funding training teams of educators and students in school districts throughout the country to reduce violence. It should be noted for the record that these activities were, in fact, funded with $6 million that we conveyed to OE in both this current fiscal year and the past fiscal year.

I want to highlight in that regard, a letter addressed to Dr. Thomas Minter, Deputy Commissioner of the Bureau for Elementary and Secondary Education. Upon transferring $2 million for these purposes in September, I expressed concern that the Appropriations Committees might feel that we were merely shifting dollars from our increased appropriation over to an HEW program that, in fact, had its dollars reduced.

In September, Dr. Minter agreed, after conversations with me, to reciprocate by allocating at least $6 million of their funds over a period of time to focus on the primary mandate of the Juvenile Justice Act—that is, removing dependent, neglected and delinquent children from secure detention and incarceration in private or public facilities. I would like to submit a copy of my letter to Dr. Minter for the subcommittee's record.

One additional thing I noted this morning was the mention of the lack of integrated services. GAO recently did a report with regard to the title I elementary-secondary education program that focuses on dependent, neglected, and delinquent young people who are held in institutions, even those where there is comingling with adults.

One of the findings of GAO with regard to that program, which is within the jurisdiction of the Education and Labor Committee, was that although there was some effort to help through remedial reading and related efforts, children who are incarcerated, appropriately or inappropriately, have very little in the way of re-entry programs. There is very little in the way of providing links from the institutions to school communities.

If there is no linkage between institutions and schools or jobs, released young people are caught in a self-fulfilling prophecy. They are likely to become a threat to the community because there are no programs to meet their needs.

We intend to develop, not just in response to the GAO report, but because we think it is a sensible thing to do, a component of our alternative education intitative that relates to re-entry for the young who are leaving institutions.

Mr. Andrews. If you will excuse me, at this poi[illegible] do have a vote. I believe, if there is no objection, I will ask y[illegible] to continue and I will get back as quickly as I can.

Mr. Rector. Referring to my prepared statement, I would like to note a tragic incident which bears some lessons for all of us who are concerned with the problems of modern American education.

This incident involved Ellen Barstow, a school teacher in the public schools of Canton, Mass., who punished four members of her elementary school class by the time honored method of keeping them after school. After the four youths were permitted to leave, the teacher began to walk home when she was confronted on the street by the same four youths. They yelled at her, pushed her around, and finally attacked and beat her with rocks and fists. Ellen Barstow subsequently died as a result of injuries sustained in this attack.

For many, incidents such as this represent a problem peculiarly characteristic of contemporary America. In fact, this attack occurred on October 8, 1870, more than 100 years ago.

If examples such as this indicate that our schools have never been totally immune from violence, we have been comforted by the thought that such problems were at least sporadic and isolated.

The predicament facing our schools and communities today is not susceptible to easy definition; it transcends mere labels such as "school violence", "vandalism", "delinquency", or "disruption". These are complex problems.

Victimization surveys and crime incidence reports indicate that young people are most likely to be the victims of criminal activity, as well as most often the perpetrators. Disruptive activity in the schools is a reflection of society as a whole.

The NIE representatives referred to the LEAA victimization studies. It should be clarified that those studies reflected 26 major urban areas. I think that, in some way, skews the findings.

The Senate Subcommittee to Investigate Delinquency made a comment with regard to the problem of school violence and vandalism which is important enough to reiterate at this point:

> We should emphasize that this is not a problem found exclusively in large cities or solely involving less affluent school districts. Schools voicing a concern over the escalating rates of violence and vandalism along with the often attendant problems of weapons, drugs and rampant absenteeism, can be found in any city, suburb or town regardless of geographical location or per capita income. Simply put, while not every school suffers from serious violence and vandalism problems, no school can afford to adopt the smug attitude that "it can't happen here". Unfortunately, it can, and has, been happening to all too many schools.

As you know, the Juvenile Justice and Delinquency Prevention Act of 1974, as amended, recognizes that efforts to control and prevent juvenile delinquency cannot succeed by ignoring the tremendous impact of school problems. Thus, the vital role of education is acknowledged throughout the Act.

Congresswoman Shirley Chisholm in her testimony, highlighted sections of the act that identify educational programs or supportive services designed to keep delinquents and to encourage other youths to remain in elementary and secondary schools and alternative learning systems as priorities. That emphasis was provided in an amendment accepted by both the House and Senate in 1974, which was offered by Ms. Chisholm and others.

Throughout our act, particularly with our new amendments, emphasis is given to the problems of school violence and vandalism, with an emphasis on training for teachers and educational personnel, and, more importantly, I think, to involving lay people and community people. Law-related education and the critical role of lay people and youth participation were highlighted in our 1977 amendments.

Traditional responses to disciplinary problems, namely indiscriminate expulsion or suspension of students, is self-defeating. Many youths are locked out of the educational process for offenses such as tardiness and truancy. Nondisruptive, nonviolent, nonaggressive students are wrongly labeled as troublemakers. With no alternatives, the labels become self-fulfilling. Later, the labels become "juvenile delinquent" and "unemployable".

The poor and minority groups, in particular, are victimized by these insensitivities. In this morning's paper, there was an article about several police officers who, in recent months, shot in the line of duty, and in fact killed, two young people.

The police system suspended those two officers but suspended them with pay. They were provided due process and given the benefit of a doubt while the shootings were investigated. As we look at school problems and we see the insensitivities for students being suspended for smoking, it appears a different standard is applied.

In its 1975 survey entitled, "School Suspensions: Are They Helping Children", the Children's Defense Fund reported that 63.4 percent of all suspensions were for nondangerous offenses—25 percent were, in fact, for truancy or tardiness.

Other studies demonstrate that school violence is often likely to involve nonstudent school intruders. Unwarranted disciplinary exclusions, for truancy or nonserious misbehavior, swell the ranks of potential school intruders.

These same studies show that much school violence is specifically directed at the students and teachers involved in the exclusionary process. School intruders are often acting out the frustration and anger connected with their exclusion.

While a student who poses a serious threat to the school community might be excluded from schools, suspensions for relatively minor misbehavior such as tardiness or smoking contribute to later, more serious problems. Alternative ways of handling less serious problems must be developed.

A related issue is how discipline is administered. Quite possibly, as the NIE and a multitude of other studies stress, the single most important factor in reducing school disruption is a system of discipline in which the entire school community is involved and which is perceived as being fundamentally fair.

Written codes of rights and responsibilities, with student, parental and teacher input, as well as administrative input, and enforcement procedures based on due process requirements go a long way towards achieving a healthy attitude towards discipline.

The U.S. Supreme Court has recognized these factors in recent decisions requiring fair disciplinary procedures. Research in this area confirms that student involvement in policymaking often increases student commitment to the school and can reduce student offenses.

As the first large governmental institution that a young citizen interacts with, the school has the unique opportunity of providing a healthy sense of responsible participation.

I would recommend to the committee that Dr. Robert Phay, who is a professor of public law and government at the University of North Carolina at Chapel Hill, would be an appropriate person with whom to pursue conversations regarding written codes of rights and responsibilities. He is a leading expert on such matters.

In approaching problems of schools, it is important to remember that each school is a microcosm of the community it serves. The problems of a community will be reflected in its schools. School violence must be viewed in the context of community violence, illegal gang activity, learning disabilities, substance abuse, nutrition, and the myriad of other factors determining the quality of life. So, too, must the solutions to the school's problems spring from the community.

The use of school facilities for community education, and other neighborhood activities, when properly supervised, has proven an effective means of generating a positive attitude about the school and reducing the incidence of school violence and vandalism.

Studies may indicate a statistic such as 21 million students and 11 percent being victimized at least to the extent of $10 every month. The fact is lost that this is not a statement that 11 percent of the students in the American student body are involved in violence or crime.

We should note for the record, and it should be reiterated as often as possible, that the violence and vandalism in schools is really perpetrated by a small number of the young people in the school system. The rest of the students are working hard. Many are enthusiastically learning through programs such as Jesse Jackson's Operation Push and some others which are very much on track. Some positive attention should be given to these efforts.

Programs supported by OJJDP utilize resources available under the Juvenile Justice and Delinquency Prevention Act as well as other Law Enforcement Assistance Administration funds.

Some programs are aimed at teachers, while others are aimed directly at students; some work within the existing school system, while others operate outside of traditional settings. I wholeheartedly reiterate Ms. Chisholm's comments with regard to the failure of traditional approaches in these matters.

The office has given special attention in these areas to research prior to implementation, followed by evaluation during and after a program. In this way, maximum benefit can be gained and the results disseminated.

The 1974 act is permeated with language designed to cultivate participation by young people. Too often young people are systematically excluded from participation in the planning, operation, and evaluation of programs that exist supposedly for them. In fact, the definition of community-based program in the Juvenile Justice Act requires the involvement of young people in the planning, operation, and evaluation of programs. We intend that to be a guiding light for the programs we fund. Without involvement, students become further alienated. They are denied the opportunity to learn, to make mistakes, to be held accountable and responsible for their judgment and actions. Youth participation should be a cornerstone of any program designed to curb violence and vandalism in our schools.

I would like to briefly describe the programmatic involvement of OJJDP in these areas. In 1975, the Office launched a planning effort aimed at designing an appropriate assistance role in the school crime area. The outcome of that pointed us toward what became the interagency agreement with the OE. This is known as the school team approach for preventing and reducing crime and disruptive behavior in the schools.

The approach, which has been applied in the alcohol and drug abuse prevention area, involves providing training and support to local teams to enable them to plan and implement appropriate strategies geared to their unique needs.

We have transferred a total of $4.1 million to OE to pay for this program. I was pleased to see that, in the testimony this morning before the Education and Labor Subcommittee chaired by Congressman Brademas, Dr. Minter, Deputy Commissioner of the Bureau of Elementary and Secondary Education stated:

> The basis of repeated reports of successful alcohol and drug abuse prevention programs that often reduce violence, vandalism, truancy, racial conflicts, disciplinary problems and other destructive behavior, the Office of Juvenile Justice suggested cooperative effort with the alcohol and drug abuse education program, utilizing its system and strategies in the problem of school prevention of crime and violence".

He then went on to talk about the number of dollars the Office has transferred for that program. The Office has made an additional $2,000,000 available to the teacher corps program to help to more specifically focus their activities on problems of school violence, particularly of young people who have had experience in the juvenile justice system. That was our second interagency agreement. I would like to submit some materials relating to these agreements for the subcommittee's information.

We have under consideration, as the committee is aware, a school resource center. The school resource center will assist communities in the developmental programs to reduce disruptive behavior and improve school environment. The center will provide citizens—stressing again community people as well as those who are trained and derive their income from the system—with information on promising programs to reduce school violence and will assist schools in locating appropriate assistance.

There will be a training program, hopefully an integrated approach with parents and students involved. The development of the resource concept is not completed. We anticipate announcing a request for proposals in the very near future.

As I mentioned, we have an alternative education program under consideration as one of our primary initiatives for the year. That is specifically in response to the amendments of this committee and those of the Senate to the act. We are excited about that. It tracks, in very large part, statements made by the chairman, by the former principal and superintendent from Pennsylvania, Mr. Goodling, by Mr. Quie, and particularly by Ms. Shirley Chisholm.

Alternative education is directly the result of inadequacies in many schools in providing a real meaningful education to today's students. Subjects the students need or are interested in must be stressed. Family, social, and community problems require attention and development of survival skills for dealing with predictable obstacles to success should be elementary.

We are looking very closely at approaches in the States of Oregon, Florida, and several others. Oregon is teaching what they call "survival skills" so young people, when they graduate from highschool, can at least know about job applications and some of the basics, in addition to academic endeavors, that will help them to survive once they "hit the street" so to speak.

Rather than respecting cultural differences, often officials reject student values and treat them as inappropriate. The initiative is now being developed to focus resources on alternatives to traditional educational experiences. We must recognize special student need and special difficulties.

We have an ongoing project with regard to the relationship of learning disabilities and juvenile delinquency. I know that former Senator, and now a member of the House, Claude Pepper, has expressed an interest, as has the chairman of this committee. The Office allocated $1.5 million to a program which is basically research. Hopefully those in the educational community can draw on this experience and develop more thoughtful, sensitive programs. In this way, we will not find a young person in the eighth grade who cannot read because that the child has dislexia, yet has been in the regular school system for 8 years and no one has noticed it.

Another area is the law-related education area, again, something emphasized in the 1977 amendments, although such programs were authorized under the 1974 act. Law-related education is designed to provide students, citizens, and teachers with an appreciation of the way the criminal justice systems works, their rights and obligations under the law, and the means by which they can better understand the way in which the law fulfills its obligations to them.

Law-related education is important because many citizens fail to understand the basic concepts of a society under law. Because people don't understand the law, they don't realize that they, as individuals, have an important stake in making it work. Law-related education is thus considered an important feature of the school curriculum and is relevant to a student's appreciation of the need for a fundamentally fair school environment.

We currently have several projects, including a project with the Constitutional Rights Foundation and the American Bar Association, to help better educate the school community generally, and students, parents, and teachers in particular, about law and its role. This is not just a focus on rights, but an equal and appropriate focus on responsibilities.

We have a standards development effort that has some relevance to school violence and vandalism programs. We have funded several programs in a research area in order to put together materials so that people who are out there on the frontline, whether they are administrators, teachers, parents, gang leaders, or anyone else, can obtain a volume that is readable. You won't need a Ph. D. under contract in order to understand it.

Of course the President is talking about plain English but it is a lot more than plain English. This is a major theme underlying our efforts.

In the 6 months since my confirmation, I've had an opportunity to look at a lot of our publications, our interdepartmental correspondence, and communications. A subcontract with a Ph. D. is literally needed in order to understand some of it. We are going to try to package everything we do, whether in regard to the violent offender, prevention, restitution, or any of the other programs we undertake, in ways that are addressed to the perspectives of the consumers, for example, parents or legislators. With a State legislator, for instance, there is a different perspective than with a county legislator. We do not intend to fill our shelves with expensive volumes to get read only by a person writing a book once every 5 years.

We are giving some thought to the role of physical security and environmental design of schools. Faculty and insensitive environmental design are factors in exacerbating school violence and particularly the vandalism situation.

Many factors impact on student behavior and school disruption. I have outlined some of the strategies developed and utilized by the Office to address these problems. I think it is important to note, however, that there is no purely Federal solution.

Government can help alleviate some of the burdens. Ultimately schools must rely on the involvement and cooperation of local juvenile authorities, school officials and concerned members of the community, particularly parents and young people.

We, in Washington, cannot and should not make the decisions and policies which are quite properly made by those familiar with the realities and peculiarities of individual situations. Our schools must not turn into armed fortresses in order to provide solely a secure environment.

It is our intention to continue to seek out and develop programs that not only make good security sense but also make good educational sense. Student and parental involvement is one of the most essential elements in these programs.

If a school can achieve the support of its parents and students in efforts to reduce violence and vandalism, it will have succeeded in laying a solid foundation for an improved situation.

It is apparent that administrators and teachers alone can not hope to successfully solve these problems without help from other elements of the school community.

There was comment earlier that programs are targeted at different pieces of a young person's body and mind at different time in his or her life. We are very pleased, although the jury is still out, about our involvement with a project entitled, "Cities in School". There are programs now in Atlanta, Indianapolis, and New York City. It is truly a unique partnership between the Federal Government, State governments, local governments, and, I should emphasize, heavily with the private sector, including foundations, private, not-for-profit and profitmaking entities.

Just 2 weeks ago, I had an opportunity to spend a day in Atlanta, with John Lewis from ACTION. He and I were very much impressed with the project in Atlanta.

It basically uses the school as a base. The project seeks to serve dropouts, potential dropouts, and low achievers, by coordinating the education and social services which are already available but are inaccessible and scattered throughout the city in various bureaucracies.

The project is a significant departure from the traditional approaches of which these young people are often the tragic victims and serves as an advocate for a solution to a full range of problems.

At present, the project is serving over 3,000 young people in nearly two dozen schools. It centers on coordinating 34 different agency services. Knowing the bureaucratic tug of wars and turf battles involved in delivery of educational and social services, particularly to young people, I think, a lot can be learned from this project. Hopefully as it is learned, it will be expanded.

Rather than fragmented services, they are delivered on a child specific basis within a school context, whether it be mental health, health problems, or a whole range of other needs that confront young people. I was impressed.

It was very cold a couple of weeks ago and it was 11° in Atlanta. The project operates in an income area, averaging about $2,500 a year. There are about 5,000 families and 25,000 people, yet a lot of the young people were not in attendance Monday morning. It was 11° and it didn't take a good deal of thought to know that a lot of young people didn't have appropriate clothing, coats, or shoes. This project has business people who had donated cash up front and it works with the social service delivery people to assure that young people have appropriate clothing and were on their way to school. They work closely with the family on a voluntary basis. The project takes the full range of services that are already available and markets them in a way that seems a lot more sensible than is oftentimes the case.

It is this kind of common sense commitment to children, to fairness and to community involvement that provides some answers to the serious problems we address today. We surely have an obligation to do better for the thousands of teachers and millions of students in America.

When Attorney General Griffin Bell went through his confirmation hearings, he stressed his personal interest in the topic of our discussion today. Similarly, during my hearings in the Senate, I endorsed that same kind of concern. To the extent that it is humanly possible, the programmatic thrust in our office will reflect the kinds of things we have indicated, particularly in the area of alternative education.

I am pleased to respond to any questions the chairman or the staff people might have.

Mr. Andrews. John, thank you for a very interesting statement. I am not opposed to Federal programs generally. I am pleased that this subcommittee has, among other jurisdictions, jurisdiction over, for instance, community action programs and numerous poverty programs. I am supportive of those.

I think in virtually every community, CAP agencies, Federally supported agencies, perform many worthwhile functions because they deal with people who are not able, frequently by reason of economics, and frequently by reason of lack of training and experience, to deal with their individual problems.

On the other hand, I confess that in the area of school violence, I don't know of anything the Federal Government can do except for what they can do through educators, through teachers, through principals, and school boards.

I ask you if you are of the opinion that there has been anything said today that every superintendent, teacher or school board member you know of doesn't already know fully? Do you know anything to be done about violence that a principal of the largest school in Durham, N.C., doesn't know even better than you? He has been dealing with it on a personal day-by-day basis for 20 years. What could you, the Federal Government, tell him or the school board or the teachers down there or the law enforcement agencies or the judges that they don't know already better than you or me?

Mr. RECTOR. I would say certainly persons who have invested substantial periods of their lives to this should know far more than a person such as myself.

Mr. ANDREWS. Who do you think can tell them any more than they already know?

Mr. RECTOR. I mentioned the training programs we are funding through OE.

Mr. ANDREWS. Who are you going to train?

Mr. RECTOR. It is coincidental that the Durham public school system is one of the recipients of assistance and is receiving training under the OE program we have been funding. I don't know the specifics with regard to the Durham school but I am noticing on my list that it is one of them, so apparently on a voluntary basis, they have opted to take advantage of the training.

I think oftentimes when you have the normal tug of wars and turf battles associated with any kind of social involvement, the involvement of a team of people representing each of those communities of interest is welcome as well as the help of some people with some special skills, managing teams of people to help them in addressing their own problems. They have the answers in large part but oftentimes seek out, additional technical assistance to help them with their own existing resources in a manner that they have not yet discerned. I imagine that is the reason. I noticed that the Winston-Salem school system also has involvement through our OE program.

On the other hand, your comments earlier about research and study—I say "right on". One of the single most exacerbating, frustrating aspects of my 6 months experience is that nearly every time we start talking about doing something on the staff, or with others, someone suggests another study! I would like to put that to rest once and for all. People are studying issues to death, with all due respect to the NIE study, which Congress required.

Mr. ANDREWS. Congress is one of the most guilty parties of all. I suspect Congress authorizes and encourages more of that than any one entity in the world.

Mr. RECTOR. I was glad to see in the juvenile justice extension that there were no additional studies required, and that you preferred an honest short and sweet one as opposed to one which is 1,000 pages long.

In response to what we can tell the folks, I think there is very little information in the area of the fundamental fairness. There are a lot of teachers, principals, and others who have contacted our office asking for assistance, asking to be put in touch with persons having experience of a more particular variety in dealing with some of the rougher problems that come up in the context of the school. They are really soliciting help.

They have an idea or a hankering about how to go about it but, as you indicated earlier, some folks, no matter how much training they get, can't get from here to there. To expedite dealing with their immediate problems, they want to have some folks brought in to assist in the coordination of the local effort.

Mr. ANDREWS. I believe you have, under the Juvenile Justice Delinquency and Prevention Act, some authority with respect to combating school violence? It is to that that you have addressed yourself in considerable part.

Do you feel you need any additional legislation or any additional authority, in order to cope with that assignment? What changes, if any, would you suggest in the law to enable you to do a better job—except more money, of course?

Mr. RECTOR. I will not commit the cardinal sin and say we don't need any more. We are just beginning to get a handle on the amendments passed last summer. I mention on page three of my prepared statement, five or six areas that relate to school violence and vandalism. I would like to have a healthy opportunity to see how they work as we crank these policy considerations into our ongoing program, as we involve our advisory groups in the States and as we involve other people who have special experience, such as principals.

I am not prepared to recommend any specific amendments. Certainly, if the Department proposed a request such as that, we would respond expeditiously. The ink, however, is hardly dry on the amendments which the President signed in October. I would like to see if we could carry those through to fruition and see what happens.

Mr. ANDREWS. All right. Thank you very much. If you come up with something you think we can do, please let us know about it.

Mr. RECTOR. Thank you again.

Mr. ANDREWS. Our next witnesses are Dr. Robert Emrich, Dr. Robert Rubel, and Dr. David Reiss.

[The prepared testimony of Dr. David Reiss follows:]

STATEMENT BY DAVID REISS
ASSOCIATE PROFESSOR, CALIFORNIA STATE COLLEGE, DOMINGUEZ HILLS
CARSON, CALIFORNIA
CONSULTANT, OPEN ROAD/STUDENT INVOLVEMENT PROJECT
SANTA BARBARA, CALIFORNIA
AT THE SUBCOMMITTEE ON ECONOMIC OPPORTUNITY
CONCERNING SCHOOL VIOLENCE AND VANDALISM

Thank you for the opportunity to be here this morning to share with you a concern about the present trend in dealing with violence and vandalism in our schools and, most importantly, to share with you what has been found to be a cost effective deterrent to the problem.

Let me first identify who I am. For twenty-six years I've been a public school administrator. My last position, Principal of Duarte High School, Duarte, California, was in a school with problems of racial conflict, campus disturbances, gang activity, vandalism, and student and teacher harrassment and intimidation. The appointment as an Associate Professor at California State University, Dominguez Hills, occurred after my retirement in 1975. My current position allows me the time to serve as a Consultant to the Open Road/Student Involvement Project, a student centered approach to dealing with the problems of school violence and vandalism.

My experience indicates that in schools where violence and vandalism exist, the climate for learning and living is adversely affected. Students and their parents are concerned about freedom from danger, students are psychologically tense, participation in school activities decreases and minor incidents tend to be magnified out of proportion. The expression, "up-tight", aptly describes behavior in these circumstances. Teacher performance also suffers because of their concern with safety. Based on observation, when both students and teachers are fearful, even if the school has a meaningful curriculum, very little "learning" takes place and the educational program has a minimal impact on students. School is just not an enjoyable place to be.

A recent government study indicates that teenagers run a greater risk of personal violence in schools than on the street and that about 5,200 teachers are physically attacked in a month, 1,000 of them seriously enough to require medical attention. The Gallup Youth Survey supported these findings. According to the National School Public Relations Association, vandalism costs most districts between $1.00 and $13.50 per student per year. These figures do not include the cost of security. At a time when school districts throughout the country are faced with fiscal problems, the cost of dealing with vandalism and security assumes staggering proportions. The results of most studies and surveys do not differ greatly by size of community, degree of urbanization, or by region of the country. Secretary Joseph A. Califano of the Health, Education and Welfare Department recently said, "Schools that should be centers of teaching and learning have become centers of danger and violence for students and teachers."

The strategy we used at Duarte High School when I was the school administrator there was to replace fear with hope. It was readily apparent that the traditional approach of more security personnel and devices just did not produce the positive long-range effects that were needed. It was only when we started to involve students, the greatest single resource available to the school, in dealing with the problems of violence and vandalism as well as in substantive decision-making in the school operation, that we were successful in turning the school around.

involvement
of Students

The Open Road/Student Involvement Project presently functioning in seven schools in California -- three in Los Angeles, three in Oakland, and one in Santa Barbara -- uses the same approach. The emphasis is on involving the natural leaders on a campus, the opinion-makers as identified by the school community, in substantive decision-making after appropriate training. Currently these schools are using students in rumor control and communication networks, establishing grievance procedures and student rights and responsibilities codes, textbook selection, peer counseling, peer tutoring, a student judiciary system, selection of a school principal, prevention of harrassment and intimidation, and as advisory groups to principals. Several other schools are using part of all of this model.

There is supportive evidence to the hypothesis that students having larger roles in determining what goes on in schools reciprocate by demonstrating an increase in social attitude as well as behavior. After many years of talk, student involvement and giving students responsibility for their own behavior has come of age as a viable solution. I speak as a practicioner, not as a theorist or researcher, when I say that it works. In a recent issue of Phi Delta Kappan, January 1978, Senator Birch Bayh recommended student involvement programs as a positive approach to the problem of violence and vandalism. As significant is the fact that Peter D. Blauvelt, Security Director of the Prince George County Schools In Maryland, recently stated, "We need to continue to find ways to involve students in the total security program." There will always be a need at some schools for campus control, but constantly increasing the number of security personnel and devices does not seem to be the answer. Several years ago the Los Angeles Times dubbed one of the schools "Fort Crenshaw". A fortress is not a center for learning and teaching. The Student Involvement Project, as an approach, emphasizes prevention, not reaction, and is functional in any school whether or not they have "problems".

After hearing my remarks and answering your questions, may I suggest that this distinguished Committee consider the following ways to use student involvement at other schools as a positive approach to violence and vandalism. It need not be an expensive effort.

1. Recommend the establishment of a Youth Advocacy position in the Office of Health, Education and Welfare to insure that the voice of youth is heard in all legislation affecting them.

2. Recommend that state and regional meetings be conducted for administrator-teacher-parent-student teams to explain how students can play a meaningful role in improving the school climate.
3. Recommend that teacher and administrator training institutions incorporate skill training on student-parent involvement in their programs.
4. Recommend to the National Education Association, National Associations of Secondary and Elementary Principals, the National School Boards Association and others that they consider ways to assist in the implementation of student involvement.

These are just some suggestions. The Student Involvement Project is prepared to support and participate in these efforts. In closing, let me just say that by incorporating student involvement into a school's governing procedures, schools may also better help to meet the nationally acclaimed goal of citizenship education and motivate many of the unmotivated students to learn.

January 24, 1978

STATEMENT OF DAVID REISS, ASSOCIATE PROFESSOR, CALIFORNIA STATE UNIVERSITY

Dr. Reiss. I am from California State University, Domingues Hills, which is about 25 miles south of Los Angeles. I am also a consultant to a program called "Open Road/Student Involvement Project".

I want to make one point clear, and I want to express my appreciation for being invited as well as a personal note of appreciation to the Members of Congress for having the Study made. Hopefully this will end all studies. I think we have been studied to death.

We have had a problem for 10 or 15 years. I do not think there is a need to constantly accumulate statistics or horror stories to prove the point. I think the question now is what do we do about it? Are there programs which could be instituted and are there ways of going about this that will help resolve the problems?

I would like to give a personal note of thanks to John Rector; although I have never met him, he sort of capped my speech by talking about student involvement constantly.

Let me start out by saying I am not a theorist; I am not even a researcher. I am a practitioner. I retired as a high school principal after 26 years in the public schools in the State of California. I speak from experience. I have experienced the problems people have been talking about here today.

Let me give you a little background so that on the basis of that background, you will know where this project is coming from. As I indicated, I retired as a high school principal in 1975. I reached the happy age when I could join the academic world and sit back and look at other people and what they are attempting to do. This gives me time to work with something I tried at the last school at which I was employed.

It was a school that had racial problems, gang violence, harassment, and intimidation. I think the best way of terming the school at the time I got there was they were a bunch of losers; they had no feeling about the school and as a result of no feeling, there was just one problem after another on that campus.

It was apparent to me, at the time I came to the school, during the summertime, when I had a chance to meet with some people in the community and some of the students, that no matter how good the curriculum might be, and it had a fairly good traditional curriculum, it was not going to function in an atmosphere of fear. It could not happen. You could devise the best things on paper and they would not work in the real situation.

It somewhat reminds me of one of the things I heard this morning. I got the horrible thought, and maybe it is a bad thought—an amusing thought, really—while we are studying this problem, if there were some way we could go out and tell the kids to knock it off, we are not ready yet, wait until we get the answer, then we'll come out and give you the signal and you can go, but don't do a thing until then. Obviously that will not work.

It became apparent also, very apparent, not only to me but the people who worked with me, that the school, as an insulated part of the community, could not survive without the involvement of parents, without the use of all of the available agencies, including law enforcement. I used law enforcement when I had to. Unless there was a working relationship between the various segments of the community and the school, the school could not make it. We tried everything within the first year.

In the spring of 1971, I had a very severe problem after a football game. We found, even with the police on campus, that that isn't going to help. We came up with the very commonsense, simple solution. For years we have overlooked the largest resource we have on a school campus and that is students.

It is my firm contention that if students and parents both are involved in meaningful ways, in substantive decisionmaking on a campus, that all kinds of positive things can occur. Once people get the feeling that it is their school, the pride that comes out of that kind of approach takes care of problems of violence and vandalism. If the kids feel positively about the school and positive about themselves, the problems diminish proportionately.

As I said before, I am a practitioner, not a theorist or researcher. I think we have been researched sufficiently. We tried it and it works and we are now currently into seven schools in California. We are instituting the same model we attempted at my last school when I was a principal. There are other schools who have adopted parts of that model. It is functioning.

The problem is that it's so simple, it is complex. It presents initially a risk factor for a principal who is accustomed to running the show completely by himself or herself. There is a risk involved once you let go. I tend to think that it is not a great risk when you take a look at the eventual payoff.

Involving students, the things that affect them, in my estimation as a 26-year practitioner, is probably the only way to go. We have tried security police, we have tried security devices and all kinds of programs.

The educational payoff is a very apparent one too. When students become involved in the way I am describing, a thing that happened over a very long period of time, curriculums become relevant because students are involved in curriculum building, curriculum review, school goal review, text book selection, things on this sort.

In addition, what we are really doing is providing this citizenship training which, at a national level, at least, we have been emphasizing and talkng about for a number of years, but which seldom happens in most school situations.

Our emphasis, in the school, is on selection of what we call the natural student leaders. These are not necessarily but could be your student government types; these are the kids on campus to whom other kids go when they want to find out something, the one who says, "Yes, we're going to fight" or "We're not going to fight." "We're going to cool it" or "We're not going to cool it."

We not only work with that kind of student, and identify that kind of student with the help of the staff and other students, but obviously the other kind of students. We teach them, because students cannot participate without being taught some skills.

I heard John Rector mention survival skills. We teach them survival skills: basically, how to work within the system to change the system. We teach them that fighting the system is not the way to go. It is actually a semester course for which they get credit in social studies.

With that kind of background and a principal who is literally and truly a leader, who is willing to open doors for students and parents to start coming into the action, things start to happen.

That, basically, is our program. Because of the urgency of time, and also the fact that there is a plane waiting, let me just indicate that we do have a couple of recommendations. I don't know, moneywise, what the cost is. Amazingly enough, as I indicated before, in my estimation it is just plain commonsense, it has not been happening, and I think there is a need for a dissemination model of some kind to expose people to the fact that these things have happened elsewhere and have happened successfully.

Incidentally, this can work in any kind of school. I am not talking about a problem school necessarily. I think one of the things that amuses me when I go back to talk to association conference meetings of my peers is when someone says they don't have a problem, that what you are talking about is only in a racially mixed school, in the ghetto, or whatever kind of rationalization they come up with.

This is a model that can work in any size school, in any geographic area. I think dissemination of this is necessary. I think at the Federal level there is a need for an office of some kind, perhaps in the Office of Education, of an individual to serve as a youth advocate to be sure that the voice of young people, the ones affected by legislation, is heard prior to the time that legislation is passed.

I realize it is simple for me to make recommendations, turn around, pick up my valise and leave. We are willing, as an organization, and the university, through the president of the university I represent, to back up and support, to help in any way possible.

I will end my speech there. Do you have any questions, Mr. Chairman?

Mr. ANDREWS. No. I am impressed by what you say. But I still come back to a basic question. I do not know that the Congress can mandate that all schools have student participation to a specific extent, in whatever area. I don't know. I am inclined to very much agree with you, and I might add that there are indications of growth in that area—certainly in my State. Again, I don't think there is really anything new about that.

I was in high school in a very, very poor southern county, I guess 40 years ago, and we had a student government. I attended the University of North Carolina many years ago and student government is an old, old established thing there. I take it to be so virtually everywhere. The degree varies of course, but it is not a new concept. It has always been, I think, considered a good one.

Again, I don't know of any legislation to pass. You would not suggest that we mandate that, in order to receive Federal funds, each school have a specified kind of student government, I don't suppose?

Dr. Reiss. I'm not suggesting that. What I'm suggesting is perhaps at the Federal level, if this is the feasible way of going, that some kind of dissemination model be used to get the information out.

As I indicated before, it seems a fairly commonsense approach but amazingly enough, it is not being used. Perhaps at the Federal level, this could be a possibility. I think the influence of subcommittees such as your own, working not necessarily with legislation, but working with State departments of education, in each one of the States, might be another way of setting up dissemination models of a kind that principals, students, teachers, and parents could come to.

I think also the subcommittee, with its influence, can perhaps have an effect on the kind of training that principals and teachers are currently getting in teacher training institutions to prepare them for the reality of the kinds of situations I am talking about. This would be more influence than perhaps a mandating kind of approach.

Mr. Andrews. Some of the other witnesses were alluding to the fact that if you had strong leadership in the office of the principal, you maybe not eliminate, but tend to solve the problems of violence and hence, there should be training sessions. I am certainly not opposed to that if they think it is doing any good.

But I come back to something you said that tends to reinforce my thinking that it is not much of a solution. You said that in that school—and I take it to be so in every school—there are certain students who, if they say fight, the students are likely to fight, and if they say cool it, the students are likely to cool it. Your point was that if you involve those particular influential leaders in your student government program and cause them to be cooperative with the administration, then you are likely to solve the problem and I am impressed that that is, no doubt, true.

I would point out, however, that those students probably haven't been to any training courses; they are just leaders. You don't teach kids like that to be leaders and you don't teach principals to be leaders. They either are or they aren't. They either know what they should be doing and don't do it or don't have the capacity to do it.

Dr. Reiss. All you can do is polish.

Mr. Andrews. I don't think you can train them to do it. If principals love children and the children love them; if they have certain properties—personality, character, and so forth—then they have them. If they don't have them, having been through the system to the point that they are now principals, I don't think you will ever bring them into Washington to a seminar or something and cause them to go home with leadership if they didn't have it already. Maybe I am just a pessimist.

Dr. Reiss. No, I think you have a very valid point. What we do with natural student leaders is give them the polish they need to work within the system. That's what I mean by a training program. I think that teacher training or principal training, and the way they are selected, might be one key to explore.

Mr. Andrews. Yes, I think the way they are selected is a factor, but again, I don't think you can really mandate that to school boards.

Dr. Reiss. No, but you can suggest.

Mr. Andrews. I think probably the one thing that can be done to have a more immediate effect in that direction is to simply pay more.

I think one of the sad truths in virtually all of our communities, is that there are kids in all of our colleges who have leadership potential but are, because of that leadership potential, also ambitious; that's why we assume they have leadership ability. Rightly or wrongly, in this country we relate ambition to money. Those people, for the most part, unfortunately, go into industry or someplace where they can make a lot more money than they would ever make going back home to be a school teacher for a number of years, hoping someday, at most, to be a principal.

If we paid more money, you could induce, by that means alone, more people with leadership capacity into the position of principal. That would be good, but, again, in this committee, we cannot set the salaries of principals. I wish we could; I would certainly want to raise them but we do not have that authority.

Thank you very much and I wish you a safe and happy trip back to California.

Dr. REISS. Thank you very much. I am sorry I have to leave.

Mr. ANDREWS. Do either of you gentleman have any order of preference or agreement among yourselves as to which should be first?

Dr. EMRICH. I am Dr. Robert Emrich, Director of Research, National Council on Crime and Delinquency. Thank you, Mr. Chairman. It is a pleasure to be here and have the opportunity to testify before you. I have already submitted written testimony, which I assume will be entered into the record at this point, and I will just address some of the points which are of interest to you.

Mr. ANDREWS. We will be glad to receive your full statement as part of the record.

[The prepared testimony of Dr. Emrich follows:]

TESTIMONY OF

ROBERT L. EMRICH, Ph.D.

DIRECTOR OF RESEARCH

NATIONAL COUNCIL ON CRIME AND DELINQUENCY

before

THE HOUSE EDUCATION AND LABOR

SUBCOMMITTEE ON ECONOMIC OPPORTUNITY

concerning

THE SAFE SCHOOL STUDY REPORT TO THE CONGRESS

and

RECOMMENDATIONS ABOUT THE ROLE OF THE CONGRESS

IN CONTROLLING SCHOOL CRIME

January 24, 1978

I. Review of the Safe School Study Report

My testimony is based upon my experience as a member of the Technical Advisory Committee to the Safe School Study and upon several days of concentrated review of the Report. I do not, however, feel competent fully to analyze a document of this technical complexity without several weeks of serious study.

Overall, I feel that the National Institute of Education and those assisting it did an excellent job in every phase of the survey, producing a clear, thoughtful, and thorough Report. It is a good survey, and its conclusions and findings can, generally, be accepted as trustworthy.

At the same time, I think that there are many significant deficiencies. I will not speculate how these deficiencies may have distorted the findings; they are, however, of such a character as to impeach the accuracy of the more detailed findings and to suggest that significant errors may have been made within the Study. Therefore I feel that only the very broad findings should be taken as trustworthy.

The following are some of the more serious deficiencies I have discovered, both from studying the Report and from my experience with the Technical Advisory Committee:

A. Identification of Serious Incidents

The survey methodology behind the Report has done a poor job of handling truly serious incidents. For one thing, the definition of "seriousness" varies from setting to setting. The monetary significance of property loss to a student depends on the standard of living of the community. A $10.00 loss can mean that one child goes without lunch for two weeks; another may only have to forego a movie and a pizza.

The Report also uses very gross threshholds for defining the seriousness of injury from attack. Although relatively rare, there are incidents of very serious personal injury. If the distribution of these incidents is understood, we can begin to determine where the risks are high and what can be done to lower them. The instruments used in this Survey do not truly identify the serious incidents. The fact that one individual goes to a doctor and another does not shows little. Such factors as availability and cost of medical treatment, belief that it is effective, and the threshhold at which one feels that it is necessary affect the findings. Where people either have little access to medical treatment or little confidence in it, the fact that the victim of an attack did not receive medical attention is not proof that the injury was not serious.

In general, the instruments used in this Study give equal weight to many different kinds of incidents; this does not show that different incidents vary greatly in their significance to the victims and to society. In a future survey, a much better picture of what are in fact serious incidents and high-resolution data on the correlates of these incidents will help us to understand who is at risk, when, and where.

B. Validity and Reliability

It is a grave methodological deficiency, especially serious when studying an area about which so little is known, to use instruments with almost no solid technical work as to their validity and reliability. There are sound, well-respected procedures for handling validity and reliability, but these were almost totally ignored by the researchers. Thus, the construction of the interviews and questionnaires could result in serious distortions, and we have no way of knowing what they may be. The results cannot be calibrated in a way one can trust.

This lack of technical background work forced the NIE team to interpret the findings very conservatively. Their reluctance to use the student questionnaire data may prove correct in the long run, but it is not based on sound methodology. There were three distinct ways of obtaining self-report victimization data from students: a questionnaire and two different interview formats. The three data-collection techniques resulted in widely different findings, and we have no basis for calibrating the accuracy of any one technique.

The choice of the researchers to use the most conservative estimates, those from the first student interviews, demonstrates a desire to minimize what would otherwise be even more horrifying findings. The Report defines the problem in fairly moderate terms. Yet this is the fundamental question that the Congress and the public are asking of the Study: How serious is the problem?

A more honest approach would have been to take all the estimates of the likelihood that a student will be a victim of the various types of crimes and to present them, without choice, as defining the range of probabilities. This would suggest a true value considerably larger than that obtained from the student interviews and would show that there is tremendous uncertainty as to where that value lies. The Report creates an artificial sense of certainty about its estimates which may simplify it for the nonprofessional reader but which is terribly misleading. If the Congress or the public want to believe the problem is not as serious as it might be, then this is the Report for them; however, if they want an accurate picture of the problem, then the Report misleads.

C. Extent and Prevalence of School Crime

A basic task of this Study was to measure crime, but no clear picture of the prevalence and incidence of various kinds of school crime is shown in the Report. There are many ways in which the estimates are misleading and difficult to understand.

First, the amount of crime in a typical month cannot be extrapolated to show a yearly rate of a particular kind of crime. We have all come to think of crime rates based on a one-year period, thanks to the influence of the Uniform Crime Reports. The inability to obtain comparable rates from the Study data is a serious deficiency. A month is too short a period to give us a very good idea of how much repeated victimization is going on. If there is a lot of extortion or shakedown happening in the schools, repeat victimization could be quite extensive. The design of the survey is not capable of picking this up.

Another problem is the attempt to measure vandalism and other forms of property loss in the school by counting incidents. The fact is that vandalism is sometimes almost an ongoing condition. It is extremely difficult to see the destruction or loss after the fact and judge what constitutes an incident. Property loss should be measured in terms of dollar value, with no attempt artificially to segment these losses into incidents. While some losses of this kind can be treated as incidents, many cannot, and this type of measurement does not build a sense of the extent and prevalence of property loss.

D. Interpretation of Data

The individuals carrying out the study had little experience in measuring crime, and many familiar problems of interpretation are reflected in the Report. For example, the amount of vandalism and theft is especially high on Mondays. This is a common phenomenon in crime reporting generally for commercial establishments. This is simply because people tend to report a crime as occurring on the day they discover it and often don't know that day it occurred. A principal and his staff coming to school on Monday morning find the vandalism or theft that occurred over the weekend. Some principals report these as weekend incidents, but others simply report them as Monday incidents. Another example is the Report's failure to look into the distortions that frequently occur in reporting the dollar value of property losses. It is common, because of supervisory climate, insurance factors, or just misinformation, for significant biases in reporting dollar value of property losses to occur.

E. Weighting of Data

A Major methodological problem was that of weighting. The methodological volume goes into some detail as to how weights were assigned. It is a serious deficiency that the Report, in many respects very detailed, gives no picture of the size of the weights actually employed. I have seen a table of weights in the course of the Study development, and the size of some of these weights is really quite extraordinary. This is because of problems of the relationship of the sample to the population. In going from the student interview data to projections about the entire student population, as is frequently done in Chapter One, a single incident reported by a student from a school with a high weight can, as I recall, be reflected in the projections to the population as as high as 10,000 incidents. The readership ought at least to be aware of the fact.

The mechanical way in which these weighting procedures were applied across the board to the data, although methodologically defensible, is not the only way. I know that other persons concerned with methodology would be seriously bothered to see the tremendous range in the size of the weights that were used. Since so much detail was given in other respects, suppressing this information is deceptive. It raises the question in my mind whether other critical facts of methodology, which might cast serious doubt on the findings, were also suppressed.

Looking at the weighting problem together with the previously mentioned choice of the most conservative estimates of the level of crime against students, I find the Report seeming to assure the reader that there is a greater clarity and accuracy to its findings than there really is. It would be convenient to have a Report with that kind of clarity and accuracy, but it is dishonest to suggest that we do when the authors are painfully aware that we do not.

F. Statistical Analysis

The Report generally suffered from a lack of adequate statistical knowledge on the part of the staff. In particular, the various multivariate analysis techniques employed did not give answers in the manner that would have made the most sense to the public and to the Congress. There are alternative techniques common in biostatistics which would have shown better the risk of becoming a victim at various levels of seriousness, as qualified by the dimensions of the Study.

For example, it would be nice to know the odds of a particular teacher or a particular child becoming a victim, given such facts as senior high school, urban setting, low-income neighborhood, Hispanic ethnic background, poor academic achievement, etc. An alternative form of analysis could have allowed us to examine the relative contribution of each factor to the risk of being a victim. The student or teacher or parent could place himself or herself or his or her child into the total picture and see just how serious the situation is. As it is, it takes considerable skill to get through the analysis set forth in Appendix A. And that analysis, unfortunately, does little to inform the main chapters of the Report.

Another serious statistical error is running large numbers of what are probably not independent t-tests, which results in far too many significant values. In general, I would warn the reader not to treat these test results as significant, because of the way they were carried out. There are alternative, more conservative techniques that could have provided more reliable levels of significance.

G. Student Questionnaire

Two more deficiencies of the student questionnaire need to be pointed out. First, since it required reading, it is likely that, in some schools, a major reason for nonresponse was inability to read. This selective nonresponse would bias the data so that the experience of the illiterate child as victim would not show up in the findings. The general findings suggest that, the poorer the student is academically, the more likely he or she is to become a victim. This suggests that some of the most victimized students in some of the schools studied (those having a fairly high rate of illiteracy) are not represented in the sample, and that the overall estimates for these schools probably show significantly less victimization than actually occurs. I assume it comes as no surprise to this Subcommittee that significant numbers of junior high and high school students cannot read.

The other deficiency is that no allowance was made in the questionnaire or the interviews for the possibility that the so-called "victim" of an assault may in fact have instigated the situation, and that what was reported as an "assault" may more properly have been called a fight. A lot of fighting goes on in some schools, and it is inappropriate to characterize the loser, or even the winner, as victim of an assault. In this way, the Report probably exaggerates the amount of assaultive behavior going on.

Many of my concerns about the quality of the methodology used in this Study are probably the result of haste. A much more successful Report might have been prepared had not the NIE felt compelled to rush right into a national survey with very little opportunity to explore the field they were to study and adequately to pretest and validate their instruments. Some responsibility for the weaknesses of this Study rest with the Congress, who wanted findings from a study of crime in the schools far more quickly than was technically feasible. I think that Congress tends to believe that these kinds of data about social problems can be gathered quickly. Numerous problem situations have arisen because Congress has expected too much too quickly. My experience of these problems informs a major theme of the rest of this testimony: that the only proper response to a crisis is a careful, slow, deliberate one. This is equally true in measuring the dimensions of a crisis. Had NIE known in advance that it would be allowed to take the time, that it did in fact take, to do this research properly, it might have proceeded more wisely. They could have done Phase III first and gotten a picture of the problem and what needed to be measured, and then developed the instruments to do the measuring.

II. Programmatic Implications of the Report

Despite these methodological problems, my knowledge of the subject from other sources suggests that the most important findings of the Study are essentially right. I agree with the emphasis on such factors as the goverrance of the school, its educational quality, and its perceived relevance to the student population as among the core issues in developing safe schools. Although the case studies deal to some degree with the need for preventive measures aimed at poorly socialized youth who could become truly troublesome to the school environment, the survey itself (Phases I and II) does little to explore the potential for these preventive measures. This is unfortunate. In my limited experience with the problem, I have found some very promising programs, some of which even have hard data which show their significant impact.

The relationship between the level of crime in the community and that in the school comes strikingly through the Study but is, I believe, somewhat misinterpreted. The study interprets this relationship almost exclusively to mean that the level of crime in the community influences the level of crime in the school. I am sure this is true, to some extent, but I also believe that the level of crime in the school may equally influence the level of crime in the community, especially where both are high. This is partly borne out by the Phase II data, which suggest that the correlation between school governments and community crime is quite high in at least three school settings (urban junior and senior high and suburban junior high). Further evidence that the influence goes both ways (the school affects the community level of crime and the community affects the school level of crime) comes from parallel research carried out in London and in Buffalo. The principals moved in a musical chairs fashion from one secondary school to another. Not only did the level of crime within the school move with the principal, but so did the level of crime within the community.

In addition, Martin Gold's surveys of unreported delinquency have found that highly productive delinquents who are attending school produce the majority of crime while school is in session. During vacation times or when these individuals drop out or are pushed out of the school, their level of delinquency often falls sharply. This may mean that their criminal activity is, at least in part, as outgrowth of anger toward school. If the causal relationship that I posit is true, crime prevention programs within the school may prove far more important to the community than they are to the school itself. Thus it is vital to study this causal link more carefully so as better to identify the potential benefits of prevention efforts.

I was impressed with the Report's emphasis on the importance of consistency and fairness to the creation of safe schools. This precisely parallels recent research by Dr. Sol Kobrin and others on deterrence in general. Their data suggest that any component of the criminal justice system depends upon consistency and fairness to be effective in deterring crime in the community.

Although the comments about historical trends may be accurate, it is difficult to get a sense of these trends without some type of annual survey. In looking at historical trends, it is important not only to examine the changing quantity and seriousness of crimes related to school but also to look for important qualitative changes. Recent work by Frank Zimring studying the nature of murder in Detroit and Chicago suggests a significant change in the kinds of people committing murders and in the kinds of people getting murdered, even though the rate had not changed all that much. This Report tends to look at historical crime trends from a purely quantitative perspective, and this can be terribly misleading. Because the problem is potentially of such great social significance, I will recommend in the next section that any authorization bill the Congress might pass include a provision for periodic surveying.

III. Recommendations

A. Legislation

It is clear from this Report that we have a very serious school crime problem. Specific legislation from the Congress could help local communities and state governments in their efforts to solve the problem. I recommend passage of an authorization bill with the following features: (a) creation of a small unit within the Office of Education to be responsible for training, action research, community development, and other efforts to alleviate the school crime problem, consistent with principles I shall state below; (b) creation of a measurement capability within the National Criminal Justice Information and Statistics Service of LEAA; and (c) establishment of a Coordination of Federal Effort role for the Office of Juvenile Justice and Delinquency Prevention.

Within this framework, I recommend that the Congress specify goals for each of the components. The Juvenile Justice and Delinquency Prevention Act of 1974 and its 1977 Amendments is an excellent model. Although it allows some general work in the field, it focuses on a series of very specific goals, enabling the Congress to hold the administration accountable for its efforts to meet the Act's mandate. This Act is excellent as model legislation, and is especially appropriate in this area.

I have reviewed prior legislative attempts to solve problems of this type, and I find that the legislation frequently requires an administrative agency to "hit the deck running." That is not feasible when it comes to solving problems with so little prior understanding and precedent Therefore, I strongly recommend that the authorization be for a five-year period, and that no evidence that specific goals are being met be required until the end of the third year. If this is coupled with a gradual increase of funding, a level of competence can slowly be achieved truly to fulfill the Congressional mandate. I recommend funding similar to the following:

Year 1: 20 to 30 million dollars
Year 2: 30 to 40 million dollars
Years 3, 4, and 5: 60 to 70 million dollars each.

Because the administration would not be accountable in terms of the Congressional mandate until the end of the third year, the Congress should require, at the end of the first six months, a plan and a series of milestones covering the first three years. This would provide accountability on the part of the administration to the Congress.

B. Principles Governing Federal Support

I recommend that the following principles be kept clearly in mind, so that this program can avoid the many drawbacks found in other programs in this area. Mistakes can be helpful if we learn from them, and we have had plenty of opportunity to learn the following lessons:

It is important that the program structure be such that local school boards and state school agencies cannot utilize the funds to supplant their normal operational budgets. Such use of funds creates three serious problems: First, federal support will come to an end at some point. Where the operational costs of an agency have been supplanted by such funds, their termination can have a serious detrimental impact. Second, the proper solution of the problem along the lines suggested in this Report demands that the community, the school administration, the principals, the teachers, and the students recognize that their activities create the climate in the schools and do more than anything else to affect the level of crime. Local responsibility is demonstrated when the local community must allocate the funds to carry out the necessary program. Third, all elements of the school system must come to realize that safety in the school is as much a part of a good learning program as is a good reading curriculum. A local program built primarily with federal funds cannot help but seem extraneous and impermanent. For safety within the schools to be treated as extraneous and impermanent would, in the long run, probably do more harm than good.

I believe that the Act should state clearly that demonstration projects will not be funded, based upon my experience with numerous demonstration projects in such fields as drug abuse, alcohol abuse, delinquency, etc. These projects theoretically are set up primarily to learn what works well. In practice, however, local cummunities use such projects as a way to get federal funds to solve local problems; the learning part of such demonstration projects almost never gets off the ground. In contrast, "action research" strongly emphasizes the evaluation research dimension of a program. In action research the evaluation portion of the program generally is funded at a level commensurate to that of the service portion. Thus the recipients of the funds are made aware that the research element is an integral part of the program. It cannot be viewed as stealing funds from service delivery, since the stated purpose of action research is research and not service.

Finally, let me reemphasize that this program should be built slowly and carefully and that the level of funding should be kept low. I have worked in the field of criminal justice for 15 years, constantly encountering a sense of urgency and crisis, and I have come to believe that a crisis can best be solved carefully and slowly. Crisislike responses to crises come and go, leaving nothing of value in their wake. If the Congress truly takes this problem seriously, as I believe it should, then it should approach it carefully and with patience and should encourage the administration to do likewise. A Safe School Study frought with technical problems, lacking precision or accuracy and generally dependable only in the grossest of its conclusions, is a living example of how money is wasted and opportunities lost when there is pressure to solve the problem quickly.

C. Research Needs

This subsection is included, not because I necessarily believe that research needs outweigh needs for training or community development or other programmatic approaches, but because, as a researcher, I am most competent to advise the Congress about this component of the program that I am proposing.

1. Regular Surveys of the School Crime Problem

It is important that the kind of survey work begun somewhat haltingly by the National Institute of Education and the National Center for Educational Statistics should be carried on with more careful methodology and appropriate research. Such surveys should be conducted annually. The Congress should not ask for results from the first such survey until three years after the authorization and its accompanying appropriation have become law. A strong research program should, at minimum, deal with the variety of technical issues listed earlier in this testimony. Good survey research should include a wide range of disciplines: economists can deal with measuring the costs of crime; criminologists can contribute what knowledge exists on measuring crime; statisticians and research methodologists can address the problems of sound survey designs and can frame an analysis that is technically sophisticated, effective, and relevant to the needs of policy makers; and educators can study the problem in the context of its implications for quality education.

2. Evaluating Good Practices

The Report rightly suggests certain areas for evaluation of programming that now exists in place. Styles of governance and other aspects of school climate are key factors in determining the level of school crime. Enough natural variation now exists that serious evaluation research can be mounted to identify principles underlying the most effective styles of governance, the most effective teacher-student relations, the most effective ways to build student body commitment to the school, etc.

For property crimes against the schools, the use of security hardware and security personnel apparently play a major role. From looking over the limited findings in this area, my feeling is that schools are buying sophisticated hardware that is not reliable when simple alarm systems may be much more reliable and far less costly. Again, considerable natural variation now exists, and evaluation research could help identify important principles about the use of different kinds of security hardware and security personnel.

Another element key to the effective control of school crime is appropriate training for principals, security personnel, and teachers. It is not clear whether examples of such training now exist. If they do exist,they should be evaluated; where they do not exist, they should be introduced in the context of evaluation research.

A very special and highly relevant kind of training is that offered by the Office of Education unit headed by Helen Nowlis. She has for some time been training teams of teachers and administrators from school systems throughout the United States, helping them to devise programs for the prevention of drug abuse. In practice, some of her most effective programs have also been effective in the prevention of crime in schools. Now, with the aid of funds from the Office of Juvenile Justice and Delinquency Prevention, this program is specifically training for crime prevention in the schools. This program is currently the subject of critical evaluation, and the results of this evaluation research should be considered in any safe schools program set up by the Congress.

3. Consciousness Raising

Another kind of action research which is needed is work with communities, school boards, and school administrators to raise their consciousness about the problem. Without improved understanding, communities will not make the investment necessary to bring their schools into the condition that leads not only to a higher quality of education but also, very likely, to substantial savings in the costs of running the school system and possibly even in the costs to the community of nonschool crime. Without this consciousness raising the community will not stand behind whatever changes need to be made, and without a commitment from the community such changes are likely to be insubstantial and temporary.

4. The Primary Prevention of School Crime

Although little attention has been given to how problems of school crime could be "nipped in the bud" by socializing children in trouble, some recognition of this issue appeared in the case studies. As an evaluator and as a student of prevention strategies, I have found a number of promising programs, suggesting that a great deal can be accomplished through primary prevention efforts. Action research that can single out effective strategies and make the underlying principles known to the education community could be of great benefit. Following are short reviews of promising programs in this area:

(a) In Wilmington, Delaware, a study was carried out some years ago under the leadership of the then Commissioner of Youth, Robert Cain, to determine why so many young people were truants. It was found that most instances of truancy in the secondary schools had simple, reasonable explanations; when the underlying causes were dealt with, most of the truancy stopped. One reason for truancy was that kids had overslept and missed the only bus available to them. When a later bus was added to pick up these stragglers, the truancy was significantly reduced. In other cases, the child's parents could not speak English and the student was kept home one day a week to do the family shopping. Rationale responses to these and other legitimate problems reduced truancy in the Wilmington secondary schools to a minimum. Without this study and the proper follow-up, many of these truants would undoubtedly through frustration, have become sources of crime and disruption within their schools.

(b) In Charlotte, North Carolina, a program known as the Ombudsman Project was set up as part of a large drug abuse prevention project. This program provided counseling to young people referred from the school system. The program has been successfully replicated in San Leandro, California, by some of the same staff that originally set it up in Charlotte. In both instances, there is strong evidence that the counseling provided by this program is meeting the needs for additional socialization experienced by children who are potential trouble makers in the school system.

(c) In the junior high schools of Prince George's County, Maryland, an experimental program was established by the Institute for Social Research. Through the use of behavior-modification-style teaching techniques, 80 percent of the illiterate students were taught to read at grade level within a year. Assuming the connection between achievement in school and likelihood of committing crime, a program that can turn large-scale illiteracy into reading competence is almost certainly going to reduce crime.

(d) In a junior high school in Oakland, California, an experiment has been continuing for a number of years. Mathematics is taught to a group of specially selected students, who then become assistant teachers of mathematics to their classmates. Recently the program hit on the idea of selecting the leading troublemakers in the school as candidates to become student teachers of mathematics. The results were that the children who had previously been role models for disruptive behavior became role models for academic excellence and other positive forms of behavior.

(e) The Gloucester Project of Gloucester, Massachusetts, was originally conceived as a drug-abuse prevention program, but it has in fact been a very broad prevention program. Although this has never been systematically measured, it seems almost certain that among its achievements has been a significant amount of school crime prevention. The Gloucester Project trains young people to do constructive work within the community, such as rehabilitating a park, restoring a graveyard, restoring historic buildings, etc. The Project has a very special quality which is almost essential for good primary prevention: it is not known in the community as a prevention program of any sort. As a result, the young people who come into the program are not all children in trouble, and they are not labeled "problem children." Research strongly suggests that the Project has had a positive impact as a drug-abuse prevention program, and parallel research on its effects on delinquency prevention is likely to be equally favorable.

(f) In Bergenfield, New Jersey, a collaborative prevention program involves the Superintendent of Schools, the teachers, the students, and the Police Department. The program is based on open communication between the students and the school administration. The students help to form school policy and are relied upon for insights as to when new policies could create increased resentment among the students. Also, the students are sensitive to potentially crimogenic situations and they work with the school administration to defuse them. The Police Department is a cooperative force in such a situation and is viewed by the students and the school system as part of a working partnership. A dramatic example of the success of this program is that the Bergenfield secondary schools have actually cut their dollar losses from vandalism to a quarter of what they were four years ago--this during a period when losses due to vandalism have generally been rising, at least because of inflation if not because of a genuine increase in school vandalism. This suggests that good programming is cost effective and pays for itself. Of special interest, the Bergenfield program arose out of the training provided by the unit of the Office of Education headed by Helen Nowlis, described above.

IV. Unanswered Questions

At this time, we do not have the answers to some very serious questions posed by the Study. These questions should be taken up by the units authorized under the recommended legislation.

A. Do patterns of drug and alcohol use influence patterns of school crime?

B. Where school crime exists, is it better to bring the police and the juvenile justice system into the picture more frequently than is done now, or is it better to deal with children in trouble by using community resources? The National Council on Crime and Delinquency agrees with the intent of the Juvenile Justice and Delinquency Prevention Act and believes that community resources outside of the juvenile justice system can better help children in trouble to become socialized and contributors to the community. We disagree, therefore, with the Report's implication that more involvement of the police and the courts would be beneficial.

C. Does the level of crime in the school contribute to the level of crime in the community? Could effective school crime prevention efforts make for a safer community with associated savings in cost and frustrations?

D. If the discipline necessary to turn a dangerous school into a safe one is introduced, will resources adequate to provide quality education remain? Some of the results of the case studies suggest that this is a real problem.

E. Can we build community understanding and support for safe schools which will provide quality education?

STATEMENT OF ROBERT EMRICH, DIRECTOR OF RESEARCH, NATIONAL COUNCIL ON CRIME AND DELINQUENCY

Dr. EMRICH. I think the main thrust you have been asking about is: What is an appropriate role for the Federal Government?

In comments you and others have made earlier, I sense very little sympathy, and I certainly would not plead for that, that there should be any kind of massive funding program. They have already substantial funding programs in the educational field and I do not think there is any indication that the Federal Government could possibly put in enough funds for every school to do anything like the kinds of things the schools might think they wanted.

I do think the Federal Government can have a very limited role along the lines of some of the testimony we have already heard. In my experience as a researcher and evaluator in delinquency and drug abuse, I have been impressed that there are a number of ideas or models like the kind just presented by the preceding witness. It is impressive to me that these various ideas have been funded often by existing Federal programs, but given the nature of the funding, have not been well disseminated.

I think a good example earlier was the Division of Drug Education thing that has been referenced by Congresswoman Chisholm and by John Rector. They have been funded, for the purposes of drug education, these school teams of superintendents, teachers, principals, and sometimes even community members, to learn new ways of dealing with the drug and alcohol problem.

Just to the north of my office is the town of Bergenfield, New Jersey. Four years ago they sent a school team to the drug education program out in Long Island. As a result of a program somewhat like the gentleman from California just mentioned, the superintendent, the principal, working with teachers and students, and also with the police department, built a liaison of active school government. That was successful and has been within the time frame of the last four years.

While the losses from vandalism have been going up substantially in most school districts, they are one-quarter today of what they were in 1972, on an annual basis. I suggest that only because I think it is an outstanding example that a good program can make a difference. Not only can a good program make a difference, but it is the kind of program that comes out of the leadership development that we are talking about.

I would agree with you that the program did not turn a weak principal or a weak superintendent into a good leader but it did provide information and ideas that helped them catalyze changes in their school system that would not have occurred without that stimulus.

Having made that change; having fully substantiated the economic utility of those changes to that school system—and the reductions have been in violence as well as vandalism—I think the Federal Government can play an important role of helping other school systems understand what can be done. I cite that as one of a number of similar kinds of programs that I have come across that have tremendous value in terms of generating new ideas.

In Oakland, for example, working on the principle that was just discussed—that there are natural leaders that generate much of the trouble within the school—in one junior high school, these natural leaders were identified and trained as tutors within the school of mathematics and as assistant teachers.

The same brilliance that gave them the capacity to be leaders among their peers is being mobilized. A student who was, at one time, a role model for destructive endeavors becomes a role model for scholarship and useful types of contributions to his classmates.

I can go on mentioning similar programs but the point I guess I'm trying to make is that there are school systems out there with capable people who are doing the best they can do and who are definitely looking for new ideas.

I am approached in our agency, the National Council on Crime and Delinquency, regularly to provide ideas. I work closely with John Rector's shop and I know they are regularly approached to provide new ideas.

I think there needs to be an effective capacity within the Federal Government focused on sifting through and testing out the many different proposals and contributions to the problems, and then making these ideas available in a steady flow, a form that is useful to the school systems around the country.

I do not think this is a very expensive program. I certainly would not propose anything terribly elaborate because I do not see any role of that kind, but I think the flow of good ideas is an important one.

I think the kind of training that the Division of Drug Education has been doing in that field has shown an excellent capacity-building effect on a number of school districts for the purposes of drug and alcohol abuse. I think that kind of training is being expanded in a limited way right now with Juvenile Justice money, but I think it should be a permanent part of the Office of Education. That should be their role, with their own funds, to provide training that is relevant to the prevention of delinquency just as they now do for the prevention of drug abuse.

One other area that was touched upon a little is liaison programs, such as the one developed in your own State of North Carolina in Charlotte where students who are beginning to get into trouble could be provided with resources and help and counseling assistance. It is called the ombudsman program. I was happy to see it was transferred very effectively to San Leandro, Calif. It is a program that can be transferred.

There is a need, when a student gets into trouble, and is identified as a student who has difficulties, for models, for ideas, as to how to deal with these students that the school systems can work with.

Above all, I think the main problem that needs to be addressed in which the Federal Government can be a catalytic agent is what I call consciousness raising. You brought it up yourself. You said the school systems could do a better job if they could either have better leadership or better salaries.

I think school systems need to solve these problems with their own resources. I think they need to have a better understanding of the importance of their educational institutions and the support they need working with their own resources, their own taxes and other resources.

I think, on the other hand, one thing the Federal Government could do, through educational effort, is to clarify what are the contributions to school crime. If a community is truly disturbed by this problem, and they are communities who are, consciousness raising efforts could show them what resources are needed and what kind of leadership is needed. The community ought not tolerate truly weak school leadership that leads to considerable crime within its own schools.

I cite in my testimony several studies that show that school crimes spill out into the community itself. We cannot afford to have this kind of violence, not only because of the destructive effect on education, but also because it has a wider effect on the quality of life in the surrounding community.

Finally, I think that if the Federal Government is going to get into this business of working on school crime, it should take a look at the Juvenile Justice Act which I think is a fine piece of legislation—both the original 1974 Act and the 1977 amendments which I appreciate are this subcommittee's work—because the act and amendments focus on specific goals for the Federal agency set up by the act rather than just putting out money to do good work.

I think it is extremley important, if you are going to put money in this area, that as you did in that act, you formulate a limited set of specific, realizable goals and that you establish an entity within the Federal Government, probably within the Office of Education, with a clear congressional mandate.

I think we have had enough legislation of very broad, diffuse goals of putting out money to do good. Thank you, Mr. Chairman.

Mr. ANDREWS. Thank you very much. I think our comprehension of this matter is perhaps not too different. As a matter of fact, I believe Dr. Graham and others in the Office of Education are already aware of the magnitude of the problem and the fact that we need better leadership, and if we are to have successful programs which we need, as the first gentleman and yourself have said, how it is to operate, should be made known. I don't know why the Office of Education cannot do that without new legislation and I guess that is part of what I keep harping on.

I am amazed, with all deference to whomever did it, at the persons or person who, by some study, concluded that school violence tends to spill over into the community. I would have thought that would have been well known from the time of Cain and Abel in the Bible—that any violence, anywhere, tends to spill over everywhere else.

I am unable to understand how any study is going to come up with something everybody doesn't already know. Of course violence in the school, factory, church, poolroom, or whenever it might occur, tends to spill over into the community.

To me that is just such a trite conclusion. It is as simple as two plus two is four. I don't know why money for a study to conclude that is not just a complete waste.

Dr. EMRICH. I think the only advantage of the study is that in the two communities where this was done, principals were moved from school to school in kind of a musical chairs pattern and the community's crime rate, to a significant extent, followed the principal.

Mr. **Andrews.** Sure, of course it would.

Dr. **Emrich.** All I think this goes to show is the importance of dealing with the problem and not just the effect on the schools. We are concerned about crime in our streets.

Mr. **Andrews.** Of course.

Dr. **Emrich.** And if we don't touch crime in the schools, we can't handle crimes in the streets.

Mr. **Andrews.** Does anyone here not agree with that?

Dr. **Emrich.** You will find it is not mentioned in the study you have on your desk.

Mr. **Andrews.** As far as I am concerned, that would just be more wasted paper. I take it that everyone knows that.

Dr. **Emrich.** Perhaps researchers are a little slow to know what the common man knows.

Mr. **Andrews.** Congressman Goodling?

Mr. **Goodling.** I have no questions.

Mr. **Andrews.** All right. Our next witness is Dr. Rubel; is that correct?

Dr. **Rubel.** Yes, sir.

Mr. **Andrews.** All right, sir.

Dr. **Rubel.** Thank you, Mr. Chairman, for the opportunity to testify before you. It is an honor and privilege to be here. I have a prepared statement which I request be inserted in the record at this point.

Mr. **Andrews.** Without objection, so ordered.

[The prepared testimony of Dr. Rubel follows:]

(insert 1M-o/c)

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PREPARED TESTIMONY OF DR. ROBERT J. RUBEL, DIRECTOR OF RESEARCH, INSTITUTE FOR REDUCTION OF CRIME, INC. BEFORE THE HOUSE SUBCOMMITTEE ON ECONOMIC OPPORTUNITY: JANUARY 24, 1978

NATIONAL IMPLICATIONS OF HEW'S SAFE SCHOOL STUDY

For the past four or five years, there has been a certain amount of confusion on the parts of policy makers and the public as a whole with respect to the nature, extent, and intensity of violence in public schools.

National attention was first focused on unruly student behavior in the late 1960s when two events occurred almost simultaneously: first, educational leaders worried that college disruptions would overwhelm their schools; and second, vandalism had become more noticeable both while its frequency and its costs rose dramatically.

To protect themselves from these simultaneous threats, many large and predominently urban school districts began developing school security offices: the development of these offices ultimately changed the public perception of the nature and extent of violence in schools. Almost from their inception, these security offices began to coordinate the collection of offense-incident data in order to identify specific offenses needing remediation. By the mid-1970s the National Association of School Security Directors -- which had only been formed in 1969 -- began aggregating various incident-counts and cost compilations from members representing these large school districts. These aggregated data -- and some of the estimated cost calculations -- began to receive a great deal of publicity, especially as a result of the highly publicized 1975 Senate hearings on school violence. This publicity, in turn, had a great deal of impact on public perception of the social environments of the Nation's schools.

Congress, recognizing the complexity involved in determining the nature and extent of school-based violence and disruption, requested that HEW conduct a full-scale analysis of the problems facing public schools throughout the Nation with respect to violence. The HEW effort was in its infancy as the Senate Subcommittee to Investigate Juvenile Delinquency held its hearings in 1975. Although no legislation specifically providing aid to public schools experiencing problems with violence has yet been passed by Congress, Congressional interest in this area continues. Now, with the January, 1978 release of the 1974-mandated Safe School Study, new and definitive information relating to unruly student behaviors is finally available.

The Safe School Study of 1978

I am an historical researcher, not a statistical researcher. My comments must be viewed in that light. From an historical point of view, the findings of the Safe School Study seem reliable and significant. The general trends of the Study, with respect to crime costs, personal versus property offenses, and fear of crime, are all reinforced by other studies. I refer the Subcommittee to my book The Unruly School: Disroders, Disruptions, and Crimes for historical verification of these trends.

The Safe School Study has been carefully and thoughtfully prepared. It is scholarly, while at the same time it has value both for Congress and for local educational planners.

Since there are literally hundreds of findings made in the Safe School Study, I have had to select for discussion here only a few which I felt would be most useful to this Subcommittee. In summary form, the major findings made by the Study, and discussed in this testimony, are the following.

Findings which indicate that schools have problems are that:

-- 26% of all urban senior high and 18% of all urban junior high schools report an average of about seven incidents of crime, violence, or disruption per month (Study, p. 38).

-- 57% of all dollars lost to property destruction occur in the 38% of schools that are suburban (Study, p. 54).

-- 33% of all large-city junior high school students avoid three or more places at school out of fear (Study, p. 62).

-- 8% of all large-city junior high school students report staying home one or more times in the previous month out of fear (Study, p. 67).

Findings which indicate that responsibility for solving some of these problems resides with the schools are that:

-- schools can correct many of their own problems through their approaches to school governance (Study, p. 11).

-- outsiders are not preying on students (Study, p. 97).

The remainder of this testimony presents selected conclusions, interpretations, and implications drawn from findings provided by the Safe School Study, and interpreted by an "outsider" who has spent many years studying the phenomenon of violence in public schools. The various points made in the remainder of the testimony generally expand upon the brief findings listed immediately above.

Critique and Implications of Major Findings

Introductory Note

It must be remembered that all percentage figures listed here, and presented in the Safe School Study itself, represent the percent of pupils or teachers or schools affected in ANY ONE MONTH. If the time period is other than for a single month, that fact will be noted.

Property and Personal Offenses, and Community Size

With respect to property offenses, the Study finds that 28% of all schools experience vandalism in one month (Study, p. 50). Further, it points out that suburban schools are more frequently vandalized than schools in other locations (Study, p. 52), and that when all types of property destruction are considered, suburban schools are responsible for reporting about 57% of the total costs (Study, p. 54).

With respect to personal offenses, on the other hand, the Study concludes that risks of serious violence (assault with harm, and robbery loss exceeding $10) are greater in urban areas than in other locations (Study, p. 110), that risks of attack on teachers by pupils are almost 10 times greater in urban than in rural schools, and that hostile encounters between students and teachers in urban junior high schools are reported by 75% of all teachers (Study, p. 69).

The existence of school security offices affects the analysis of these two types of in-school offenses, however. Many inner-city school districts have had security offices for five to ten years, and these offices have been working on reducing both types of offenses. However, offenses against property can frequently be reduced or controlled by technological means, whereas the same is not necessarily true of offenses against persons. Property crimes are subject to remediation and control through the implementation of such devices as better locks, better fences, polycarbon windows, and entry-detection systems. On the other hand, the extent of security devices that would be required to address interpersonal offenses are generally either prohibitively expensive (such as ultrasonic danger-signaling devices carried by every teacher in the school), or politically unsavory (such as using closed-circuit television in the corridors during school hours).

Because personal and property offenses are addressed with different degrees of success by security offices, and because security offices tend to be an urban phenomenon (66% urban senior high, 50% urban junior high versus 7% of all suburban, and 1% of all rural schools use security officers in their schools -- Study, p. 145), it is reasonable to conclude that the Study finding that property offenses are more a suburban issue than an urban issue is due much less to the fact that urban schools magically have less of this type of offense, but that successful security programs over the last five years have succeeded in reducing both the incidents and the costs of property offenses -- while remaining less successful in reducing interpersonal offenses (due to the nature of those acts).

In conclusion to this subsection, I restate the Study finding that somewhat more violent behavior seems to be exhibited in large-city schools than in other school locations. I concur with the Study recommendation that this area requires more research, but I add the caveat that such research should not focus on the nature or extent of school-based violence in communities of different size. New research should concentrate, rather, on the different learning environments of schools in urban, suburban, and rural areas: Further justification for studying learning environments is discussed in the next subsection.

Dollar Costs versus Social Costs

The Safe School Study estimates the cost of school crimes to be about $200 million per year. Of that, about $143 million goes for replacement and repair of buildings and facilities; about $53 million results from equipment loss; and about $19 million worth of books and supplies are destroyed.

There is a history of school crime costs estimates in this country that goes back to 1968. Estimates as to the value of property destroyed annually by students have ranged from about $82 million to $600 million. Although some persons may want to compare the Safe School Study's finding of school-based crime costs of $200 million with estimates developed in previous years, I urge restraint because previous studies and the Safe School Study do not use the same data bases. It is my personal opinion, based upon close and extensive examination of all previous cost estimates, that the current finding of $200 million is a reasonable approximation of reality.

But the problem of violence in schools will be badly distorted if viewed only in terms of dollars. As Senator Birch Bayh pointed out in his opening remarks to the April, 1975 hearings on violence in schools, the impact of property loss and the money that must subsequently be diverted is only part of the problem. Far more important are the interruption of the learning process and the creation of an atmosphere of fear within the Nation's schools. I submit to this Subcommittee that educational planners must focus on non-monetary social costs of in-school violence and disruption if improvement of the educational mileau is to be achieved.

In order to develop some appreciation of the non-monetary costs of school-based crime and violence, three separate Study findings are examined here. I propose that these Study findings represent indications that social costs accompany acts of school-based violence.

The first indication of high social costs is seen in the fear induced through acts of violence and vandalism. The Study finds that 33% of large-city junior high school pupils state that they avoid three or more places in a school -- such as a restroom or a hallway (Study, p. 62). Students single out restrooms as areas most frequently avoided. It is interesting that the percent of students reporting fear of locations in school in all cases doubles or trebles when compared to the responses of non-victims (for example, although 21% of all non-attacked pupils fear restrooms, 44% of all previously attacked pupils report such fear -- Study, Table B-4.1).

The second Study finding indicating social costs associated with in-school violence is perhaps more dramatic than the issue of location-avoidance, just discussed. The Study finds that 7% of the large-city junior high students report that they are AFRAID MOST OF THE TIME. Furthermore, 8% of that same population of students say they STAYED HOME AT LEAST ONE DAY IN A MONTH OUT OF FEAR (Study, pp. 62,63). (It is curious that a larger percentage reported "staying at home" than were "constantly afraid." This may suggest that some larger number of students were not even in school to answer the survey's questionnaire -- they were too afraid to come to school.)

Implications of this student-felt fear are multiple. First, schools unable to stem the cycle of violence-bred fear will find increasing numbers of pupils staying out of schools. This in turn affects the average-daily-attendance computations of schools, which are tied to per-pupil cost reimbursements. It is probable, then, that the most violent schools will have the highest fear-induced absenteeism rates -- and, therefore, the highest loss of federal or state dollar reimbursements.

A second implication of the issue of fear is that schools may be inclined to use security measures more and more extensively in attempts to restore feelings of safety and confidence to the student body and staff. The

Study already notes this tendency, for, as previously indicated, use of security personnel is far more frequent in large-city schools than in suburban or rural schools.

There are two minor implications that derive from this second major implication: first, reliance on a school district's office of security perpetuates the tendancy of local school administrators to view their solutions to violence as external rather than internal; and second, increased use of security services in sufficient intensity to reduce violent interpersonal acts on the parts of pupils may result in the unwanted side effect of creating a prison-like atmosphere.

Conclusing this subsection, I would note that the climate of fear, far more than arguments over crime costs, is central to discussions of the integrity of the American educational system. Fear of crime and violence must have a detrimental effect upon pupils trying to go about the business of getting an education. To the extent to which educational planners allow the continuation of pervasive levels of fear in the Nation's public schools, those planners are shirking their responsibilities of office.

Hostility and Multiple Victimization

Many of the Study findings respecting single and multiple victimization of teachers deserve special attention. In order to develop a basis for discussion, I will present selected findings.

1. HOSTILITY: 66% of all large-city secondary school teachers report that students swore or made obscene gestures at them in one month (Study, p. 69).
2. ATTACK: 1.8% of all large-city secondary school teachers report being attacked in one month -- compared to 0.7% small-city, 0.4% suburban, and 0.2% rural secondary school teachers (Study, p. 69).
3. HOSTILITY AND ATTACK: 90% of all assaulted teachers also report being sworn at in the previous month (Study, p. 122).

4. MULTIPLE VICTIMIZATION, CASE I: A teacher attacked once in a two-month period is more than twice as likely to have something stolen as is a teacher who is not attacked (63% versus 24%). Further, the attacked teacher is 16 times more likely to be robbed (13% versus 0.8%) (Study, p. 66).

5. MULTIPLE VICITMIZATION, CASE II: If a teacher is attacked by pupils once in a two-month period, the resulting risk of rape increases 40 times. If a teacher is robbed in a two-month period, the risk of rape increases 60 times. NOTE: in both risk-calculations, "teachers" refers to all teachers, not just women; rape-risks for women were not calculated by the Study (Study, p. 64).

Quotations drawn from the Study further illuminate these findings:

> Clearly, many teachers who have been threatened fear for their safety, and this affects their interactions with their students.
>
> ...insults and threats against teachers are associated with substantially increased risks of victimization. Both are symptomatic of hostility and conflict which are not limited simply to verbal exchanges.
>
> ...violent offenses...are far more likely in junior highs than in senior highs, especially in urban areas. Moreover, it seems that extensive personal violence in a school is likely to be just one part of a negatively charged social environment in which many things go wrong (Study, p. 71).

Implications developed from these findings are twofold. First, if a teacher begins to notice a change in the frequency or seriousness of verbal aggression by students (words or gestures), that teacher should become alert to the possible consequences; he or she may become a victim. Second, armed with the information that the occurrence of one violent personal act against a teacher tremendously increases the risk of other acts against that same person, school districts can and should prepare specially trained crisis-intervention teams to counsel the teacher immediately, and to provide recommendations to that teacher for ways of restoring control in the classroom.

Crime and Violence as an Internal School Problem

One of the most striking findings of the Study involves its disproving of two commonly-held beliefs. Those beliefs are that schools cannot do much to reduce crime and violence within their walls, because crime and violence are social ills which are merely reflected by schools; and that the bulk of the problems relating to violence and vandalism are being caused by outsiders -- persons not enrolled in that school.

First, it is a central finding of the Safe School Study that schools CAN do much to reduce their violence. Indeed, the greatest likelihood of a school succeeding in immediately reducing its level of violence hinges on: "(1) increasing efforts in student governance and rule enforcement; (2) treating students fairly and equally; (3) improving the relevance of subject matter to suit students' interests and needs; and (4) having smaller classes, with teachers instructing a smaller number of different students" (Study, p. A-14).

Second, outsiders are not the cause of most problems of violence. The Study finds that with the exception of trespass and breaking-and-entering, between 74% and 98% of all offenses are committed by pupils currently enrolled in the school where these acts occur, and that most offenses are by youth of the same sex and similar age (Study, pp. 97, 98, 102).

There are two general implications that may be drawn from these specific Study findings. First, schools may no longer avoid confronting the multitude of problems with violence on the grounds that those problems merely reflect the violence seen in society at large. Indeed, the Study finds that variables NOT under the school's control -- such as race, class, community location, and so forth -- are not statistically linked to in-school violence: on the other hand, a number of variables that ARE under the school's control -- such as the number of students taught by an individual teacher, the number of students in a class, the principal's fairness, firmness, and consistency -- are statistically linked to in-school violence. Because of these findings, responsibility for the total school environment is seen to be returned to the local principal and to the local school district.

The second general implication drawn from findings discussed in this subsection deals with the issue of the "outsider." The discovery that non-students are NOT causing the vast majority of the in-school difficulty has implications regarding the types of security programs that are developed by local school districts -- and in some cases, by local schools. Schools believing themselves besieged by trespassers doing violence to legitamate students will employ an entirely different security program than will schools which consider their problems with violence almost entirely internal. I propose to the Subcommittee that large-scale reevaluation of school security programs used by public secondary schools may well find programs partially or wholly mistargeted.

Concluding Remarks

Far more than I expected, the Safe School Study points the way for local and district school personnel to regain control of their schools. Frankly, I had almost reached the conclusion that particularly in urban schools, cycles of violence and fear were building to a crest that would not be reached before these schools simply ceased to exist as anything other than fortresses. I no longer believe that to be the case, for I now see that through specialized training and high-quality technical assistance, local administrators may sieze the iniative and begin to return their schools to the safe learning centers they have been in times past. Although the task will neither be easy nor immediate, I feel that with appropriate federal, state, and local support to schools and school districts, a sense of greater personal safety -- accompanied by greater educational productivity -- can be achieved in all our Nation's schools within five to eight years.

Thank you for the opportunity of presenting this material to you today. I sincerely hope that some of the points made here will be of some value as you consider drafting legislation on this topic.

STATEMENT OF ROBERT RUBEL, AUTHOR

Dr. Rubel. I have been trying to get together some notes just in the last few minutes, based upon two questions you asked about 20 minutes ago. You asked what we know that a local school administrator doesn't already know.

I feel the four areas I'm going to go into in a few minutes, areas I propose are areas deserving particular attention may represent, if not new areas, new ways of interpreting existing knowledge.

The second question you asked is, what can a Federal program offer that is not already offered? With respect to that, I submit that there are certain kinds of skills that are badly needed by principals, not all principals, but some principals—perhaps the principals calling OJJDP asking for help.

There is a tendency for administrators not to want to face the inevitability of a certain amount of violence in their schools. Areas immediately come to mind that are not necessarily taught to a school administrator and they involve police and school understanding.

It is frequently the case that when police arrive at a school site, more problems arise than had already been going on. Second, comes to mind contingency planning for extreme events. Administrators that stick their heads in the sand and don't plan for unwanted and serious events find that they are at the effect of the event; they are controlled by the event when the event ultimately occurs.

Contingency planning, I submit, is another area that could do with some technical assistance. I'm going to hold my specific recommendations for legislative action until the end of my oral presentation. I would rather try to hold your attention to the oral part of it.

I have been led to view my purpose in coming here as two-fold, first, to place the Safe School Study into historical perspective and second, to discuss the major implications derived from the study.

The historical role of the study is important. In my opinion, some of these findings will cause a fundamental re-evaluation of education in this country. A specific example of a historically important finding concerns roles of principals with respect to violence levels in their schools. This has been discussed at some length.

We might view the period from the early 1950's to the present. Most of my research, by the way, is historical and covers the period 1950 to 1975. I'm a historical researcher, not a statistical researcher. Some long-term patterns emerge regarding ways administrators view their public mandate to control and rule the pupils.

In the 1950's through the early sixties, principals were seen to have a great deal of control over the social climates of their schools. In the middle-late 1960's to the present, as violence grew throughout our Nation, educators adopted the attitude that since there was violence in society in general, since schools are part of society, it was logical and reasonable to assume that there would be violence in schools.

This attitude, coupled with a multitude of other factors, tended to take the edge off local administrators enthusiasm for reducing violence within the local schools. The Safe School Study then represents a turning point in American education.

The study finds that local school administrators do make a statistical difference between whether the school is violent or whether the school is safe. Historically then, it is my opinion that the Safe School

Study is more than just an academic effort to show the nature and extent of violence and problems in American schools.

No longer can local educators avoid facing their own responsibilities for reducing school violence and other unruly student behavior.

As mentioned recently, there is a second reason for appearing before you and that reason is to discuss some of the major implications that can be drawn from the Safe School Study. I would like to submit that I will not reiterate findings from the Safe School Study. I will present implications I have drawn from the Safe School Study.

Before beginning this discussion, I think one comment is needed. One of the criticisms I have heard about the study, not necessarily here, but to a certain extent here today, is that it cost a great deal of money but only developed conclusions that were commonsense to anyone familiar with the field.

To that I respond that this study statistically proved conclusions that had been heretofore commonsense conjecture. There is a certain circular nature to this reasoning. If you are sitting in an executive office and you want to mount a program, you cannot base the program on conjecture. Therefore, it is valuable that this study has statistically proven things that were conjecture before because now perhaps you can base some action program on fact, instead of conjecture. There is quite a difference, for example, between supposing that smaller classes are linked to violence and statistically proving that such is the case.

In order to more fully appreciate why, I will stress some findings over others. I would like to orient the subcommittee to the way I've come to frame my view of violence in public schools. The information I am about to provide does not come from the Safe School Study but from the National Center for Educational Statistics.

If you compare the years 1950 and 1975, with respect to numbers of secondary schools in the Nation, with the secondary pupils in the Nation, and the value of all school property in the Nation, an important lesson can be drawn. Between 1950 and 1975, the number of secondary school pupils rose 133 percent, whereas the number of secondary schools only increased 5 percent. Furthermore, the value of all school property, excluding any correction for inflation, increased 650 percent.

From these data it is quite clear that over the past few decades, the schools in this country have become much larger. After all, there are only 5 percent more schools and 133 percent more pupils. Something has to give.

Additionally, these larger schools contain more expensive equipment than in the 1950's as technology continues to aid in the teaching process. A central conclusion from these data is that larger schools, containing more valuable equipment and catering to many more students, logically have somewhat more violence now than in the fifties.

The issue now is whether increased violence and property loss between 1950 and the mid-1970's is inside or outside the bounds of acceptable increases based on changes in school size, changes in school populations, and the changes in school property.

The Safe School Study is, to a certain extent, able to provide that insight with actual evaluation as to whether or not current levels of violence are acceptable or not must be left to policymakers.

A value I may be able to provide to such policymakers and to the subcommittee is limited to pointing out those areas within the Safe School Study and within the field of school-based violence more generally that may help focus appropriate attention. It will be these four points now to which I would submit programs should be focused. This, again, is merely my opinion.

Of areas deserving particular attention, the first, I feel, deserving attention by planners is the area of fear. Fear of crime is more damaging than specific acts of violence, for fear affects the entire school community in ways that specific acts usually do not.

For example, whereas the Safe School Study finds that 22 percent of all junior high school students report that they avoid three or more school locations out of fear, only 2.1 percent of all junior high pupils report actually being attacked in 1 month.

The fear issue also affects attendance and performance, as is discussed in my prepared testimony.

A second area deserving particular attention concerns hostility and multiple victimization of teachers. There seems to be evidence in the Safe School Study that teachers, like some students, are singled out and picked upon repeatedly. Although it is not reasonable to speak about single teachers in schools, in a general sense, if the school administration notices increased acts of hostility towards teachers or increased attacks against teachers, there is a reasonable likelihood that even more extensive hostility and acts of aggression against teachers will follow.

Reasonable prudence suggests that local schools and/or school districts should develop contingency plans and intervention strategies for dealing with possible consequences of overall increased aggression levels in schools.

A third area deserving particular attention is concerned with the effects that increased tolerance of offenses may have on unwanted behavior in schools. Schools in which incidences are generally of a serious nature will, over time, become inured to less serious acts.

For example, a school administrator must address acts of serious assaults and serious threats and is increasingly forced to disregard acts that were censored by schools only a few decades ago.

Schools then must redefine acceptable and unacceptable acts. Examples of acts whose punishments seem to have changed over the last 20 years include smoking of cigarettes, smoking of marihuana, insubordination to teachers, speaking obscenities, and making obscene gestures.

I propose to the subcommittee that increased tolerance of what I might call unruly behavior contributes to high fear levels found in the Safe School Study. Further, this particular point has implications for the Nation as a whole.

As an undercurrent of fear and hostility becomes viewed by the public as the normal state of affairs in schools, public trust and confidence in the American educational system suffers.

The location of offenses, especially the location of serious offenses should be an area of acute interest to educational policymakers. Fear of crime, hostility, and victimization and the distortion of the overall violence picture due to changes in tolerance of offenses, in my opinion, all seem to be interrelated.

Furthermore, the pervasiveness and seriousness of all these interrelated issues are linked to community size. I submit to the subcommittee that there is compelling evidence provided in the Safe School Study to indicate that the clear focus of a school crime prevention program addressing serious offenses should be addressed to urban areas.

I would now like to list two areas I feel deserve benign neglect. The cost of crime calculations do not speak to the seriousness of violence problems in schools. Crime costs do not tell the story of the fear of crime, the story of everyday hostility and multiple victimization.

Crime costs do not help pinpoint the location of offenses, a point discussed at some length in my prepared testimony. Crime costs tend to cause policymakers to shift attention away from social costs of violence and focus primarily on the monetary costs.

At the risk of being a little researchy, I would like to give you some statistics. The Safe School Study finds that crime costs a total $200 million a year. The National Center for Educational Statistics finds that the value of all school property was about $100 billion a year in 1975. That makes the loss value ratio $200 million to $100 billion, 0.2 of 1 percent.

Relative risks, comparing schools and streets with respect to youth safety is bound to get much play in the press. I submit it is a second area that can be treated with benign neglect. These are misleading calculations and you simply cannot compare the relative safety of students in a 2,000, 3,000 or 4,000 student complex for 7 hours of time with the safety of scattered pupils, dispersed throughout streets, as Mr. Rector pointed out, of an urban community.

Further, although you know that pupils spend about 25 percent of their waking hours in school, you do not know what percent of time is spent on the streets as compared to in front of television.

Areas that I feel can be specifically addressed in legislation are the following. I propose that legislation could be drafted in support of programs that involve the youth themselves in decisionmaking processes with respect to violence reduction and support programs that provide specialized inservice training for local school administrators in areas highlighted in the Safe School Study.

We can support programs that reach beyond schools and involve communities in the identification of local problems and the implementation of appropriate solutions. Parenthetically, I would comment that funds would be needed for the solutions phase as well as the problem identification phase.

Programs can be supported that make technical assistance and training funds available, addressing security needs more specifically than the Office of Juvenile Justice/OE effort.

You can also support legislation which is mentioned in Bob Emrich's testimony where a central action coordination office within the Office of Education is developed. OE seems to have farflung projects in this area and some coordination there seems to be in order.

I stress the terms "action coordination" so that I don't tread on the Office of Juvenile Justice "concentration of Federal effort" and the National Coordinating Council.

Mr. Chairman, members of the subcommittee, this concludes my oral presentation. Thank you, again, for inviting me.

Mr. **Andrews**. All right, sir. Mr. Goodling, do you have any questions?

Mr. **Goodling**. One, particularly. I would like you to give us a little more detail in relationship to how you would involve youth in violence and vandalism reduction programs.

Dr. **Rubel**. I would refer you to the program in Prince George's County, Md. where the security director adopted the attitude that a program implemented by adults, implemented by the security office, that identifies for youth their problems and implements programs without consulting youth, stands the risk of being counteracted or challenged by the students, simply for the sake of challenging authority of the adults who run the program. Therefore, the security director developed something called the Student Security Advisory Council. The council, to avoid stigmatization of pupils is open to everyone in the school. Students are encouraged to participate in the council. The students are asked to identify the security needs and are asked to rely on the security office as a resource to the students and the students are involved in part of the program itself. They are not used as minipolice or security officers.

They fulfill a reporting function and a watching function.

Mr. **Goodling**. I would imagine that the majority of these youngsters or young people are those not involved in the vandalism and those not involved in the violence.

Dr. **Rubel**. I can't speak to that, sir.

Mr. **Goodling**. I don't see how that would help the situation.

Dr. **Rubel**. Yet me give you two concrete examples of programs which I know that were developed by the school's security advisory council. One such problem identified by the students as needing remediation dealt with the theft from their cars of items while they were in school. A program was developed that involved the students in patrolling the parking lot. Ultimately, they also patroled the teacher's parking lot.

In a second school, the problem was identified by pupils as requiring mediation and dealt with the pulling of fire alarms. To solve that, students were assigned to certain fire alarms and those students were dismissed slightly before the bell passing and stood by the fire alarms and there were no more pulled fire alarms.

Mr. **Goodling**. That doesn't do anything to get to the real cause of it all.

Dr. **Rubel**. No, you are addressing specific issues and this is part of a comprehensive security package. I would submit to you, if you would like more information on the Student Security Advisory Council, I would be happy to provide that information to you indepth.

Mr. **Goodling**. Yes, I would. I have seen those advisory councils in relationship to school lunch and school activities and in relationship to school codes and so forth. I have never really found them all that effective in getting to the root causes of the problem in the first place.

Dr. **Rubel**. I am not sure that I want to——

Mr. **Goodling**. And I don't know that you can solve the problem until you do that.

Dr. **Rubel**. I don't want to submit that the problems are solved. I am suggesting that as an example of a comprehensive approach, involving the school security office, of which the student security council is one component. There is a program that involves youth in Prince Georges County, Md. and I will fill you in on that program, sir.

Mr. **Goodling**. Thank you.

Mr. **Andrews**. I don't know that I have any questions. The only thing I would say is essentially what I have been saying all day. There is no point, I guess, in taking time to go over it again.

I might comment hastily, for whatever it is worth, and again, I hope I do not seem to be personally rude, but you say the study shows something about when the police arrive, the problem frequently got worse?

Dr. **Rubel**. The study didn't say that, sir.

Mr. **Andrews**. You said it?

Dr. **Rubel**. Yes.

Mr. **Andrews**. Excuse me for being personal and excuse my continued reference to North Carolina but let me say to you that I remember when there was some violence at the University of Chapel Hill some years ago and Governor Bob Scott proposed to send some State troopers in there to help quell the violence.

The great Bill Friday, recently president of the National Association of School Presidents, was president of the university and admonished Governor Scott not to do that for the very reason you just said. That was 20 years ago and the debate ensued as to whether police going onto a campus quells this type of problem or in fact worsens it. We have been living with that question or that debate for decades and decades.

Sometimes it helps and sometimes it seems not to. In these studies you have made, I am sure you could find illustrations on either side if you wanted.

You mentioned the correlation between the competence of the school administrator and the fact that there is violence, as have all other witnesses. I assure you that that is well known. If you have the right kind of captain on the football team, you are not likely to have the trouble that Arkansas had with certain players. That's known by the coaches, by everybody. Everyone knows that.

That is why, in most States, if a problem is somewhat racial, you can get an assistant principal of the other race, because it is well known, if you can get the right leadership at the top, obviously your violence will go down.

You mentioned fear as a factor. I am reminded of the old, old joke where the coach tells the quarterback, "Give Leroy the ball," and he doesn't, and the play doesn't get anywhere. Again he sends him the signal, "Give Leroy the ball," and eventually the word comes back, "Leroy, he don't want the ball." There's nothing new about any of this.

We all know there is a certain fear that motivates people. Certain teachers frequently are attacked by students and it is more likely that the teacher who has been attacked frequently will be attacked rather than the one who has not been. Of course, we all know that.

The same is true of the kid. The kid in the classroom who gets attacked, who gets kicked around, who stutters or whatever, is more likely is to be attacked tomorrow than one of the students who has not heretofore been attacked. That is just the pattern of behavior with which human beings are familiar—animals too, for that matter. It works on birds, pigs, or anything.

The one getting picked on is likely the one to be picked on again tomorrow much more so than the one who isn't. As to any suggestion involving the students, we have a program involving students in the governments of the school and that is much older than I. We have had that for years. It is a matter of degree and I grant you it perhaps should be done more. The educator would like to make that decision.

Should we involve the community? Of course we should involve the community! When I was a student in school, we had a school board for each school in an effort to involve the community. Then you came along with the impetus for consolidating the schools, which you mentioned.

Of course there you have the question of giving up some of the community involvement when you move the school to the larger city within the area. You have the other argument that by consolidating, you can provide more educational advantages in terms of equipment, more athletic fields, and so forth, versus the argument of losing some community feeling.

The other witness said the students and parents can feel this is our school. Then you get better community involvement. Again, this is an old, old issue which has been debated for these eons of time. It is still pertinent, but you certainly don't need a study to learn that all of this is true.

Technical assistance should be made available. That goes back in my own lifetime to Governor Hodges who later became the Secretary of Commerce under Kennedy. In North Carolina, he was fighting, back into the forties and fifties, to get more money for technical institutes and community colleges. We have a great vocational educational act on the books. It is the first education act that Congress ever passed. I think it was in 1924, recognizing what you conclude now and that is, yes, we need more, as the man from New York said, and others, technical courses and so forth in our public education systems, again something that has been known for many decades.

With all due respect, I just don't think you, me, or any other witness who has been here can speak on this subject and tell me anything that I can go home this weekend and tell the superintendents and principals in my district that every one of them has not already known. They have known this since they got into education. That is my point.

Nor could they come up here and tell you something you don't already know. I just don't think there is anything new to be gained, learned or said from studies, legislation, or further research. I just don't believe there is. If someone thinks otherwise, I wish they would impart to me what information they have relative to this. I have nothing to do with this and I am no educator and have made no studies but I believe I already know.

You mentioned if you reduce the classroom size, you tend to obviate some of the violence. That, heretofore, has only been conjecture and now it is proven. That is not true. The biggest political battle I was ever in was in North Carolina when Governor Terry Sanford, now the president of Duke University, advocated a sales tax for the purpose of employing more teachers. He wanted $80 million so as to employ more teachers so as to reduce the size of the classroom, partly on the theory, as everyone knew, that you could have better discipline in the school if you could get the class size down to 10 per teacher.

Obviously you were going to do away with a lot more violence than if you had 50 in the classroom. That is not just conjecture. It is a known fact. I was fighting for that bill—how long ago was that—16 years ago in the State legislature. I voted for it and it damn near got me defeated the next time. I think it had a lot to do with Governor Wallace defeating Terry Sanford in their race for president, taking North Carolina's electoral vote. I think everyone in North Carolina will tell you that Governor Sanford successfully fought for that sales tax in 1961, to do exactly what you are advocating. He got it done but the sales tax turned out not to be popular politically and it has hurt Terry Sanford ever since in North Carolina.

My point is that this is not new. There is nothing new about any of these ideas; they are all well known to educators and communities throughout the land and throughout the world. I just do not see that we can develop anything here from any witness.

I am not singling out you; you seem knowledgeable, and I do not mean to imply otherwise, and I am not at all suggesting that you are not proficient in your field. I take it you are and I recognize you as such.

I just say, I don't know of anything new in this area. I don't know any purpose this public forum really serves. I don't think we are bringing anything new to the fold. I again challenge that if anyone does, I would welcome them to come forward with it because I want to search for it. If there is anything we can do, I want to do it to help alleviate the tremendous problem.

I want to be a part of the solution, certainly not more of the problem, but again, I don't know anything new that we, as the Congress, can disseminate to our educators that they don't already know about this matter. I don't believe there is.

Thank you very much, sir. Our next witness is Mr. Irving Anker. I understand that Mr. Irish is here in lieu of Mr. Anker. Is that correct; would you identify yourself?

Mr. MATHEW. I am Alfredo Mathew, Jr., executive director of one of the divisions in New York that relates to school security, representing the chancellor. With me is Carleton Irish, whom I believe all of you know, director of school safety in New York.

The chancellor has prepared a statement which we will give you and hope that you enter into the record.

[The prepared testimony of Mr. Anker follows:]

STATEMENT BY CHANCELLOR IRVING ANKER, NEW YORK CITY BOARD OF EDUCATION

I thank you for the opportunity to appear before this Subcommittee to testify on violence, vandalism and other social problems of the New York City School System.

On April 16, 1975, I testified before the United States Senate Subcommittee to Investigate Juvenile Delinquency. My testimony at that time was on the same subject, so I would ask this Subcommittee to amend that testimony by including my remarks of this afternoon, and the additional current data on school violence and vandalism, as part of the record of this hearing.

Additionally, I think it appropriate to mention that the New York City School System has cooperated with N.I.E. and the Congress to try to ensure the success of the Safe School Study. To this end, members of my staff met with the research groups before and during the development of the study. The research teams were given total access to our administrative staffs and our schools -- teachers and students.

It is not possible to examine the problems of any urban school system in isolation from its surroundings. The total social system, which is the city and the urban setting, is inevitably and often accurately mirrored in the microcosm of the school. Hence, any discussion of the conditions and the problems of urban schools must address itself as much to their interaction with the total urban setting and with other subsystems, as with the schools themselves.

The big city school is an arena in which many of the crushing social problems of the city intrude, and are acted out not only by the students themselves but more often by forces that invade the schools, generating problems that have their genesis in the surrounding community.

Of the 11,472 incidents reported in the 1976-1977 school year, a significant number were caused by intruders, who gained entry into school buildings by a variety of means. The total of 11,472 incidents are in categories that includes disorderly conduct (772), assaults (2,420), robbery (617), sex offenses (83), narcotics (682), harassment, (1,198), larceny (2,340), bomb threats and arson type fires (858). New York City maintains statistical data based on 16 categories in all. More complete statistical data and categories are available in the attachments appended hereto.

The New York City School System is unique. The total school population in New York City is 1.1 million, a figure that exceeds the population of most major cities of the United States. With 1/7 of the total New York City population within the New York City schools, the schools are inevitably affected by some of the violence and lawlessness in the surrounding setting.

However, the latest F.B.I. Uniform Crime Report, which reveals that in New York City there were 937,155 serious crimes in 1976, indicates that overall the schools are safer than the communties in which they are set because the schools account for barely 1% of this total.

The schools are charged with the responsibility of dealing with the whole gamut of the human condition: to instruct, train, feed, support, groom, and ultimately to turn out cadres of productive responsible citizens, who can sustain themselves and enrich the total society, and the schools are expected to perform this feat within the setting of the education process, although most of the problems are rooted in and integral to the larger urban setting. Despite mounting social pressures, the incidence of crime and violence in the schools is proportionately small and education does take place. The fact is that the majority of our students learn and most of our teachers are professionally committed to the process of education. This is more than borne out by the large number of New York City high school students who continue to win a disproportionate share of the prestigious scholarships, as compared with other urban centers throughout the country.

Let me take this opportunity to describe briefly some of the measures we have taken in New York City to create an effective and safe learning environment. Incidentally, we lead the nation in dollar spending and we are in the vanguard of innovative programing for safe schools:

1 - To protect our students, faculty members and property, we are currently spending $5,529,188 in local funds for direct security services. This is exclusive of those capital funds which are earmarked for alarm systems and other hardware used for plant protection, as well as federal funds under the Comprehensive Employment and Training Act used to hire additional security guard.

2 - With all funds available we employ 1,640 school guards, who protect our high schools, junior high / intermediate schools, elementary schools and central facilities. This may seem to be an extremely large force, but when one considers that New York City has over 1,000 school buildings of all types, the average ranges from 0-2 security personnel assigned to many elementary schools, to an average of 8 security personnel assigned to our senior high schools.

3 - The Board of Education provides 91 hours of formal classroom instruction for each new security guard.

4 - A complete security personnel training syllabus has been developed which will be made available to this committee upon request.

5 - An extensive manual of rules and procedures for school safety personnel and for the guidance of school principals and administrators has recently been issued.

6 - A comprehensive updated circular on school safety, which includes instructions and a model for the development of safety plans has recently been distributed to all the schools in the New York City school system. (A copy is attached hereto).

7 - Under the Chancellor's direction the Office of School Safety has issued bulletins and directives concerning narcotics, carrying of weapons, and other problems related to safety and security.

8 - The Office of School Safety,which administers the program, is available on a 24 hour basis for supportive and technical assistance.

9 - The New York City Board of Education provides a limited number of walkie-talkie radios and break-in alarm systems.

10 - Finally, I recently directed the establishment of a special high level School Climate Task Force, charged with visiting those schools with a high incidence of violence, crime and other associate problems. Their role is to explore the nature and

scope of the problem(s) and to cooperatively develop and initiate plans, with school personnel, for reamelioration of said problem(s).

Despite all of these serious efforts, the problems of violence and vandalism in the schools reamins serious and pervasive both in the New York City School system and school systems throughout the country. The problem is endemic to large cities throughout the country as are other urban problem(s) to which our Mayor's have directed the President's attention. The problem of school safety is of such a nature and of such magnitude as to require federal assistance. Therefore, I urge the Federal Government to:

1 - assist schools to provide for the employment and training of additional security personnel sufficient for use after school hours, on weekends, and during the school day, in both elementary and secondary schools. The training for this personnel should focus on interpersonal skills necessary to relate to students and should focus on skills required to implement safety procedures in schools and their immediate environments.

2 - assist schools in the purchase and installation of modern equipment designed to protect students, school personnel and school property from incidents of violence and vandalism.

3 - follow-up on N.I.E.'s suggestion that the leadership of the school principal is essential in the development of a safe school. I recommend that schools be assisted to train

school administrators in developing and implementing school security programs that involve the effective use of:

- a. security personnel
- b. security devices
- c. professional and paraprofessional staff members
- d. alternative instructional programs for pupils with special needs
- e. parents and community members
- f. relevant public agencies
- g. members of thestudent body through their ideas and participation

4 - assist schools by providing additional funds to enable school administrators to have sufficient time to assume a larger leadership role in the planning and implementation of school security programs.

5 - assist schools in the development of alternative instructional programs designed to meet the needs of students who cannot be served by traditional programs.

6 - assist colleges, universities, and elementary and secondary schools, to provide pre and in-service training to teachers, paraprofessionals and other school personnel in the causes of school violence and vandalism, and practical techniques and skills that may be utilized to reduce or eliminate these problems.

7 - assist communities with high crime rates in reducing crime since schools in such communities suffer the greatest incidence of disruption and vandalism.

8 - assist schools to develop and expand Cooperative Education programs. Such programs motivate students to remain in school and to utilize skills learned in school while on a job related to their course of study.

9 - promote community revitalization projects in areas such as the South Bronx, Bushwick, East New York, South Jamaica, etc. These areas are suffering from urban decay in housing, unemployment, drug abuse, crime and community alienation. We must reverse the trend of Education Redlining which I alluded to in my remarks before the Council of the Great City Schools on May 20, 1976. I would appreciate your inserting a copy of those remarks into the record of this hearing.

10 - Finally, and perhaps most important of all, expand federally assisted training programs and job opportunities for unemployed youth. Unquestionably, the more than 50% of our young people who are out of work and out of school, and who possess few marketable skills, are the ones most likely to become involved with criminal activity and drug abuse. They are often discouraged and socially alienated, and are frequently unable to accept the norms of social behavior taught by schools and other institutions. These young people must be brought back into the social and economic mainstream through the development of programs that provide real skills and real employment opportunities.

The New York City schools have devised a variety of educational alternatives to deal with the problem of young people whom the traditional school programs does not reach effectively. We have magnet schools with specialized skills programs, ranging from health careers to aviation skills; mini-schools that provide small group instruction; schools within schools; City-As-Schools, where the entire city becomes the classroom; and Auxiliary High Schools for students who can attend school outside the regular school setting. While we are prepared to take strong action, including suspension, against disruptive students, we believe prolonged student suspension can only contribute to school failure and school drop-outs. However, we recognize that some students need specialized assistance that is often beyond our means to provide. In that light we support Representative Shirley Chisholm and Representative Augustus Hawkins in their objective to encourage States and Local Education Agencies to develop alternatives to school suspension, aimed to encourage students to obtain their real objective - namely education and skills training for a productive life.

Several months ago, President Carter visited the South Bronx of New York City. One of the results of that visit was a statement by the President indicating that the area was in need of massive assistance in order for it to be revitalized. Even before the President's visit, Secretary Joseph Califano of H.E.W. toured the South Bronx, and in the course of his visit entered a Public School. A report from a staff member, following the Secretary's visit described this school as "an oasis of peace and hope amidst total devastation", Remeniscent of the bombed-out cities of Europe after World War II.

It is this " oasis of hope and security" that needs to be built into all schools and all of the communities where they are situated so that they may become oasis for all of our children.

STATEMENT OF ALFREDO MATHEW, JR., REPRESENTING IRVING ANKER, CHANCELLOR, BOARD OF EDUCATION, NEW YORK CITY SCHOOLS, ACCOMPANIED BY CARLETON IRISH, DIRECTOR OF SCHOOL SAFETY IN NEW YORK

Mr. MATHEW. We are very pleased that you have given us this opportunity to share some thoughts with respect to the report. Since so much has been said that we agree with, we are going to try to be as brief and succinct as possible.

Mr. ANDREWS. According to my schedule, Dr. Frederick Holliday is also to be a part of this panel. Is Dr. Holliday here?

Dr. HOLLIDAY. Yes.

Mr. ANDREWS. Would you come around, Doctor, and if it would be satisfactory with you Dr. Holliday, inasmuch as we started with these witnesses, may we proceed with those and then we can ask questions more or less of the panel?

Dr. HOLLIDAY. Certainly.

Mr. ANDREWS. All right. Excuse me, Mr. Mathew.

Mr. MATHEW. Essentially the fundamental question is where do we go from here. We feel that the Study was both a good and necessary study. We feel it has helped to focus on a very serious problem which, by the way, is not a new problem. The interesting thing, I was telling Carleton is, when I was a youngster growing up in New York City, all of the schools I went to were unsafe. Assaults were fairly often and there was a lot of gang activity. We never knew from one day to the next what would happen to us physically because of the environment.

At that time, however, the violence condition was much more confined to the ghetto areas. I grew up in the South Bronx and East Harlem area and since that time, the problem has become much more diffuse. It is now affecting so-called middle-class areas and it has now become something of concern to the general public.

I did want to underscore that for those of us who have grown up in the ghettos, whether in New York or anywhere else, violence has always been a condition with which we have always had to deal in New York. We have a functioning office of school safety, of which we are very proud. They have more than 1,500 security guards. We have equipment that has been installed. We feel we are trying to deal with the problems of security.

We have done this in the last 5 years by adding more and more money and more and more expertise to the operation, but we feel what we have done is still a drop in the bucket. The problem has reached such enormous proportions and a lot of it is much more than the statistical or actual problem in the area of security.

People have talked about the perceived problem and the perceived problem is much more serious than the actual problem and unless we deal with those perceptions, public schools are in danger of going down the drain.

More and more, people are refusing to send their youngsters, those who can exercise options, to our schools, because they do not want to deal with the unsafe atmosphere they feel exists in and around those buildings.

In New York, we are trying to make security a priority. We now have a new mayor who talks about improving safety in the streets as well as safety in the schools. Two of the people most involved here would be former Congressman Koch and former Congressman Badillo who, as deputy mayor, is going to be directing education.

We've met with them, we had a meeting with Deputy Mayor Badillo this last week, Carleton Irish, myself, and the chancellor, on the whole question of school safety and better coordination with the police department.

But these are efforts that are not going to merely deal with the problem. I feel and the chancellor would like to tell you that we feel it does require Federal attention. We are not here asking that you fund some sexy or esoteric programs. I don't think that's what we need. We have done a lot in those areas and there are funds that come to us for alternative schools and other things with which we are experimenting and with which we have had considerable success.

I think what is needed, and someone has said this, is that the Federal Government demonstrate the question of school safety as a priority, that you do organize resources on a national level that can help give direction to the efforts on the local level, that can help disseminate good practices, that can help us with technical assistance, that can help us in data gathering and making the data accurate and compatible.

Beyond that, we need a shot in the arm in terms of being able to hire more security people. I mentioned we have 1,500 guards but when you distribute them, mainly in the high schools, as we have, and then some in the junior high schools, remember we have 1,000 buildings in New York City. We find that our elementary schools go unprotected with security and a very strange thing has happened in the last few years. That is security used to be part of the responsibility and domain of the principal. Here we have been talking about leadership as if leadership was some magical quality that can be grabbed out of the air and instilled in people.

We have educational leaders in our schools today. The thing is they are educational leaders and are not really ready to cope with the enormous problems in the area of security. The public is demanding much more in this area than ever before.

I was a school principal at one time of a very large building with 2.300 youngsters in a junior high school. I will never forget thinking that you almost had to be a superman in order to manage that building properly. I was young at that time, in my early thirties, and I was able to dash around that building and demonstrate that we were on top of the problem.

I was relevant to the community, having been raised in the community, I spoke the language, but I kept saying this is unusual and it is unfair to demand that normal, average individuals bring these qualities to bear.

I think it has been demonstrated that we now need a professional type of effort in the area of security. I will ask Carleton Irish to make some further comments with respect to this.

Mr. IRISH. Mr. Mathew has hit on almost every area I was going to discuss because we had spoken about this before. I do want to

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emphasize his statement that this is not a new problem and I want to say that because we have listened to speakers who call themselves historical researchers and started with the problem in the 1950's.

Frankly, I think to frame what we are dealing with, I can go back to 1932 when I started school. I lived in a particular community where the schools were unsafe. My parents had an outlet in that they falsified my address so I went to a school that was safe. It was easy to do that because there were many schools that were safe.

I happened to live in one of the largest, if not the largest, so-called block community ghetto in the world, Bedford-Stuyvesant. I could move out of there but I don't want to because we have a good community and I like it. It's in the middle of the city. I grew up in the city and I want to stay there. My problem is I have eight children, three have finished college, three are in high school and two are getting their way through.

One of the problems I face is that I cannot send my youngsters to my local schools and it's becoming very, very difficult for me to find a safe school to send my children to. My children who are in high school travel about 1½ hours to go to school. I think if we are going to maintain an urban school system, a school system which is going to be reflective of America and the democracy we live in, we have got to find an answer to school violence and school crime. No one cared about it and I could draw a terrific analogy with the drug program, which you have alluded to some of the money you have put into drug programs. I can draw the analogy with the drug problem which no one gave much of a care about until fairly recently when the drug program became as endemic as the school violence problem.

The school violence problem now is no longer in the ghettos. It is all over. It is urban, rural, and suburban. Now we are talking about addressing it and you say, what can we do?

I can say right now, very simply, we need immediate help in trying to find the causes of it and before we can deal with the root causes, which are many. The Chancellor has listed some of the programs on pages 5 through 7 of his report.

What we need now is a method to keep our schools functioning until we come up with the total answer for what is causing violence and disruption in our schools and how we are going to eventually solve it.

Certainly the resolution of it is not in security guards. I head the security program for the New York School system. I have been in police work and government service for 24 years and I recognize the limitations of police in the school setting or police in any setting where they are going to totally deal with crime.

We haven't been able to do it and we are not going to do it until we find out where the root of crime lies. I think some of us know it but we are not willing to put the resources into it that we have to.

That was basically it. I just want to reiterate what Mr. Mathew said and we would be open to any questions you might have, sir.

Mr. ANDREWS. All right. Next is Dr. Frederick Holliday, superintendent of York City Pennsylvania School Districts. It seems that I have someone familiar with York, Pa. sitting to my right.

[Prepared testimony of Dr. Holliday follows:]

TESTIMONY

CONGRESS OF THE UNITED STATES
HOUSE OF REPRESENTATIVES
Committee on Education and Labor
Subcommittee on Economic Opportunity

January 24, 1978

Violent Schools - Safe Schools
The Safe School Study Report to the Congress
December, 1977
U.S. Department of Health, Education & Welfare
National Institute of Education

Members of the Subcommittee on Economic Opportunity of the Committee on Education and Labor, and Ladies and Gentlemen:

For the past three and one-half years I have served as the chief school officer of the York, Pennsylvania School District. I will continue in this capacity until 1981. Prior to this appointment, I was an elementary and secondary school teacher, an elementary and senior high school principal, an assistant to the superintendent in Philadelphia and deputy superintendent of schools in Ann Arbor, Michigan, over a period of twenty-eight years.

York City is located in southcentral Pennsylvania in the County of York, which borders northern Maryland. It was one of the first cities in Pennsylvania west of the Susquehanna River.

Fame came early to York when the Second Continental Congress of the American Colonies took refuge from the British on September 30, 1777 and began drafting the Articles of Confederation. Congress adopted this document on November 15, 1777 and it served as the Constitution until replaced in 1789 by our second and present Constitution.

York City, according to the 1970 Census, had 50,353 inhabitants. Some 16% of the citizens are non-white while the public schools are 30% minority.

Farming and manufacturing are the principal industries. Borg Warner YORK air conditioners, Caterpillar tractor parts, Allis-Chalmers turbines and dental products from Dentsply International are materials manufactured in York which are renown worldwide. In addition, fruits, vegetables and meats are raised within walking distance of the five square mile central city area.

Presently, unemployment in York is 3.9%, down from 5.8% in November, 1976. However, the inner city is losing black and white middle class residents to the county, leaving the poor and elderly. Tax ratables are static as business and industry leave the core city, causing the municipal and school governments to curtail vital services.

Low unemployment, belief in the work ethic, our Pennsylvania "Dutchiness," (which includes hard work, frugality, thriftiness and great respect for government, people, property, religion and schooling) describe York's citizens. We do have problems, but most are manageable due to local pride and effort and a desire to make this community prosper.

The publication, Violent Schools - Safe Schools, December, 1977 is an adequate description of school violence and property destruction. The report is a reinforcement of conventional wisdom on the subject.

In York, there is one high school with a student population of 2,200, three middle schools and seven elementary schools with an additional 5,600 pupils. During the 1976-77 school year, $9,500 was spent for glass breakage which occurred after school hours. Broken spotlights, soap and towel dispensers, discharged fire extinguishers and marks on the furniture accounted for an additional $2,000. We estimate that $8,500 more was spent for "sprucing up" behind occasional and professional vandals. This $20,000 sum is .0014% of the $14,000,000 school district operating budget.

N.I.E.'s measure of five or more illegal incidents in a month's time as an indicator of serious school crime is useful. York City schools experienced in 1976-77, one teacher assault by a student; one assault by a parent on an administrator; 141 mutual fights between pupils; one unprovoked attack on students by a gang; no reported student or teacher robberies during the year (excluding pilferage) and ten break-ins averaging $660 each.

Despite the relatively small number of acts of violence and losses by vandalism and burglaries, York City is not satisfied with its record. The community continually demands that officials and students make the schools more safe and pleasant.

These remarks to the Subcommittee will note agreement and disagreement with the N.I.E report, coupled with recommendations.

We agree that one of the most important persons in the school is the principal. He sets the tone and standards that teachers and students follow. We know that a strong, impartial leader who administers discipline consistently and fairly reduces incidents of vandalism and violence. We also agree that teachers, students and the community must know that the principal is backed by his superintendent and school board.

In York City, our philosophy is that there are two sides to school buildings--one is inside and the other is outside. Acceptable behavior is a requirement to remain inside while poor behavior results in suspension, assignment to an alternative school or expulsion from the system entirely.

The establishment of an alternative school and a work-study program in York has made the critical difference in modifying behavior of pupils with problems or special needs.

We vehemently disagree with the report's suggestion that there is a link between competition for leadership and an increase in vandalism. Based upon the records of high achieving and competitive students in York High, none has been suspended for violence or vandalism in the period 1976-77. On the other hand, we agree that violence and vandalism come from those young people who read, write and compute poorly, have negative self-images, and do not participate in sports, plays, debates or school life in general.

However, we do not agree that the N.I.E. study should attribute the cause of this negative behavior to certain aspects of schooling when there are other more powerful variables and factors in the socio-economic environment which contribute to a general lack of respect for other people and property. The N.I.E. report would cause you to believe that schooling is the major cause of vandalism and violence excluding the family, peer group and the individual.

The N.I.E. finding supports the old saw that if you give schools more money, the problem will be solved. We say that this is a notion that should be dispelled by the Congress when it develops public policy intended to reduce the incidences of vandalism and violence in schools in the United States.

We vehemently disagree with the report's suggestion that there is a positive correlation between additional teachers and security personnel and the reduction of violence and vandalism in schools. Data collected by N.I.E. should not be used to deduce such a conclusion when other data are available.

For example, York City has experienced the opposite. Fewer staff, less security, fewer police and fewer dollars spent on security produced less violence and vandalism.

It is hoped that this Subcommittee will not make the error of other congressional groups which equated equipment purchases and employment with improvement of schooling. As pleasing as spending is to the economy and the personal happiness of those who get jobs, Equality of Educational Opportunity, 1966 (H.E.W.)

suggests that there is a negative relationship between additional expenditures and the improvement of measurable educational results. In making a suggestion to hire more teachers and guards, N.I.E. appears to have made an unsupportable conclusion that more personnel will reduce violence and vandalism.

In York City, schools are relatively safe from vandalism and violence because there is a public outcry whenever such acts occur. City and school officials are held accountable by the media and citizens for the safety and welfare of all people and their property.

An assault on a student or a broken window will often produce headlines with follow-up editorials by the press, radio and television. Basically, what a community will or will not tolerate determines how well its citizens behave, not additional personnel.

It would therefore appear that more involvement by the present school staffs and children in assuming responsibility for curtailing violence and vandalism would be more economically feasible and effective than increasing costs.

We firmly agree that school districts must cooperate fully with police departments by reporting all crimes and acts of vandalism. In the City of York, we go a step further. There is direct communications between the police department through the Police Community Relations Office and the school district. This is encouraged by the president of the school board and the mayor of the city. All resources of the municipal government to assist the school district in suppressing rumors, containing impending conflicts, supervising athletic events, helping distressed families or answering complaints by citizens can be effected by a single call from the superintendent of schools. In fact, the chief school officer and the captain of police will patrol the streets to deal with problems which relate to the school and municipal government.

York City is not interested in any direct federal grant to suppress vandalism or violence in its public schools. This is a local problem which we will solve through our own initiative.

Also, York City is not interested in denigrating the court system by accusing judges of leniency. This is an easy way to dismiss a complex socio-economic problem.

However, York City is supportive of legislation that will assist states in providing custodial care and rehabilitation for those few young people in the community that are criminal and in need of rehabilitation and training.

One case to support this recommendation is that of Pupil X. This fifteen year old was identified as being problem-prone in first grade. A series of thefts, fights, robberies, assaults on others and some fascination for starting fires finally caused his placement in alternative school after nine years of misbehavior.

After four months of erratic attendance and bizarre behavior, the school board expelled him from the second chance program.

Now, he is accused of committing 21 burglaries and purse snatchings. One charge is expected to be changed to murder.

We maintain that the number of students who commit violence and vandalism is minuscule in schools. Yet, when identified, little or no treatment is available and adequate places to send them to protect others from their viciousness hardly exist. We believe that because these culprits see no relationship between their harmful acts and the administration of justice, they persist in destructive behavior.

Therefore, we recommend to the Congress to assist in providing diagnosis, treatment and rehabilitation to American young people who terrorize other citizens with impunity. Through the states, Congress should help cities like York deal with pupils who do not profit from second chances in alternative schools and programs.

We favor the use of unused military reservations in the various states to be used as forestry camps or other types of training facilities to engage violent youth and vandals in rehabilitative activities. We endorse part-time programs of work for teenagers too.

I do thank you for the privilege of addressing this Subcommittee and sharing the thoughts of a community that is willing to assume the major responsibility for its children.

--Frederick D. Holliday
Superintendent of Schools
York, Pennsylvania

STATEMENT OF FREDERICK D. HOLLIDAY, SUPERINTENDENT, YORK CITY PENNSYLVANIA SCHOOLS

Dr. HOLLIDAY. We are in the heart of the Pennsylvania Dutch Country. We have 50,353 inhabitants and our unemployment rate is 3.9 percent. Some of the things I'm going to say here today might appear to be foreign to what you have heard all day but I believe, because of our Pennsylvania Dutchness, the belief in the work ethic, and a healthy desire to maintain law and order, some of the things I say here will be counter to what you have heard all day.

I would like to begin by saying that the publication, "*Violent Schools, Safe Schools*", December 1977 is just an adequate description of school violence and property destruction. The report is a reinforcement of conventional wisdom on the subject.

If I were rude, I would say it just tells me what I already know. On the other hand, listening from 10 a.m. this morning, I would get the notion that the problem of violence and vandalism is rampant in all districts in the United States. I would like to say to you that is not true.

For example, in the city of York, our school budget is $14 million and we spent $20,000 in vandalism, the results of vandalism, which is 14/10,000 of the budget, so we really don't have a tremendous problem.

Despite the relatively small acts of violence and losses by vandalism and burglaries in York City, York City is not satisfied with its record and our community continually demands that officials and students make the schools more safe and pleasant.

Therefore, I am going to speak to you as a practitioner and I will talk in terms of agreement with the NIE study and disagreement with the NIE study and make a recommendation or two.

The first recommendation in the NIE study is that the principal is the most important person. We agree with that. If you do agree with that, the principal must be backed by his superintendent and the school board.

If you accept that as being reasonable, you must also accept the fact that there must be a philosophy developed by the school board that there are two sides to school buildings, inside and out.

Acceptable behavior is a requirement to remain inside while poor behavior results in suspension, assignment to an alternative school or expulsion from the system entirely. However, if you expel students, there should be some alternatives.

In the city of York, we have established an alternative school and a work-study program. Believe it or not, we have curtailed violence and vandalism almost to the point where it does not exist, based upon these two programs.

We vehemently disagree with the report's suggestion that there is a link between competition for leadership and an increase in vandalism. Based upon high achieving and competitive students in York High, none has been suspended for violence or vandalism in the period 1976–77.

On the other hand, we agree that violence and vandalism come from those young people who read, write and compute poorly, have negative self-images, and do not participate in sports, plays, debates or school life in general.

However, we do not agree that the NIE study should attribute the cause of this negative behavior to certain aspects of schooling when there are other more powerful variables and factors in the socio-economic environment which contribute to a general lack of respect for other people and property.

The NIE report would cause you to believe that schooling is the major cause of vandalism and violence excluding the family, peer group and the individual. I am saying to you that this is not so.

In addition, the NIE findings supports the old saw that if you give schools more money, the problem will be solved. We say this is a notion that should be dispelled by the Congress when it develops public policy intended to reduce the incidences of vandalism and violence in schools in the United States.

We vehemently disagree with the report's suggestion that there is a positive correlation between additional teachers and security personnel and the reduction of violence and vandalism in schools. Data collected by NIE should not be used to deduce such a conclusion when other data are available.

For example, York City has experienced the opposite. Fewer staff, less security, fewer police and fewer dollars spent on security produced less violence and vandalism. We have had studies to prove this fact.

It is hoped that the subcommittee will not make the error of other Congressional groups which equated equipment purchases and employment with improvement of schooling. As pleasing as spending is to the economy and the personal happiness of those who get jobs, Equality of Educational Opportunity, 1966, HEW, suggests that there is a negative relationship between additional expenditures and the improvement of measurable educational results.

In making a suggestion to hire more teachers and guards, NIE appears to have made an unsupportable conclusion that more personnel will reduce violence and vandalism and we say no.

In York City, schools are relatively safe from vandalism and violence because there is a public outcry whenever such acts occur. City and school officials are held accountable by the media and citizens for the safety and welfare of all people and their property.

An assault on a student or a broken window will often produce headlines with followup editorials by the press, radio and television. Basically, what a community will or will not tolerate determines how well its citizens behave, not additional personnel.

It would therefore appear that more involvement by the present school staffs and children in assuming responsibility for curtailing violence and vandalism would be more economically feasible and effective than increasing costs by adding personnel and programs.

We firmly agree that school districts must cooperate fully with police departments by reporting all crimes and acts of vandalism. In the city of York, we go a step further. There is direct communications between the police department through the Police Community Relations Office and the school district.

This is encouraged by the president of the school board and the mayor of the city. All resources of the municipal government to assist the school district in suppressing rumors, containing impending conflicts, supervising athletic events, helping distressed families or answering complaints by citizens can be effected by a single call from the superintendent of schools.

In fact, the chief school officer and the captain of police will patrol the streets to deal with problems which relate to the school and municipal government.

York city is not interested in any direct Federal grants to suppress vandalism or violence in its public schools. This is a local problem which we will solve through our own initiative.

Also, York City is not interested in denigrating the court system by accusing judges of leniency. This is an easy way to dismiss a complex socio-economic problem. However, York City is supportive of legislation that will assist States in providing custodial care and rehabilitation for those few young people, and I say that these young people causing these problems in our schools and cities constitute less than 1 percent of the population and this was not brought out in the report at all.

I am saying these young people in the community who are criminal and who are in need of rehabilitation and training should be dealt with. We maintain that the number of students who commit violence and vandalism is miniscule in schools, yet when identified, little or no treatment is available and adequate places to send them to protect others from their viciousness hardly exists.

We believe that, because these culprits see no relationship between their harmful acts and the administration of justice, they persist in destructive behavior. Therefore, we would recommend to the Congress to assist in providing diagnosis, treatment, and rehabilitation to American young people who terrorize other citizens with impunity; that through the States, Congress should help cities like York deal with pupils who do not profit from second chances in alternative schools and programs.

We favor the use of unused military reservations in various States to be used as forestry camps or other types of training facilities to engage violent youth and vandals in rehabilitative activities. We endorse part-time programs of work for teenagers.

I do thank the Subcommittee for the privilege of addressing you and sharing the thoughts of a community that is willing to assume the major responsibility for its own children.

Mr. ANDREWS. We should have had you on as either the first or second witness so as to get two views before the committee early in the day, not that I am necessarily suggesting which is correct. The witnesses up until you, have essentially been along the same lines. Now, as we are ready to finish, we get a different perspective which we should have had all day.

Be that as it may, Congressman Goodling, do you have questions?

Mr. GOODLING. Yes, I have questions for all of them and comments. First of all, I thought it was very important that Dr. Holliday testify. Dr. Holliday made it sound, to you people here, I think, that he has a relatively easy job. Dr. Holliday's statement, in relationship to unemployment, was the unemployment of York County and city. Dr. Holliday happens to be the superintendent of York City.

Before Dr. Holliday came to York, there were a lot of headlines in relationship to vandalism in the schools and violence, teachers getting punched, principals getting shot at, and all sorts of things.

Where he grew up, he was also right in the middle of the city of Philadelphia schools and got that experience. He has had all of those different experiences which, I think, are very helpful.

I am extremely concerned that we, as a Congress, should be asked, as we are every day, to provide more and more security people. How many security people does it take? When I was a principal or superintendent of schools, I would tell the students in order to keep the school building looking nice, if you don't participate, we need a custodian for each one of you.

In order to keep the aliens from coming across the borders, we need an army, so they can't come across the border. I cannot imagine that we are suggesting here, somehow or another that we are going to provide security people—first of all, it just bothers me to no end.

I happen to think that after 3 nights in New York City, if you had to budget for sufficient police to give myself and my family a halfway decent chance of walking down the street without getting fondled, grabbed, drugs peddled and what have you, you would have back-to-back policemen.

It was mentioned we have to do this until we know the causes. Lord, we know the causes. If every youngster in every school could have had my mother and father we would not have had these problems. We know the causes; shouldn't we be pouring our money into doing something about those causes?

I like your idea, Dr. Holliday, in relationship to what do we do with the youngsters who are disruptive youngsters in the school? This has been one of our problems, but it seems the testimony, the little I heard today, takes all of the responsibility from parents or parent community people.

It seems that the thrust, in the last 50 years, all of the answers are here in Washington, D.C. Boy we will solve your problems, just come here. We've created more than we've ever solved, and we are continuing to create more than we'll ever solve, and we don't have the expertise of a lot of bureaucracy with no experience, really, out in the field. What is the answer?

Are you, for instance, Mr. Mathews, saying that we, as a Congress, should allocate x number of funds for the purpose of securing as many guards as you can find to put into the school, how many guards do you need?

Someone made the statement if you could just reduce the size of the classroom, you have this thing licked. I have seen sisters with 50 and 60 in their classroom with perfect control and I have seen some of my teachers with only 10 in their classroom and no control. I have to say, it goes back to the family again—and it goes back to the teacher who has the ability to handle the class. How many guards are you telling us we should supply you with Federal funds.

Mr. Mathew. It is like asking me how often do I beat my grandmother? I sat here incredulous as I heard the statement from Dr. Holliday and I will take the liberty of saying so to him. I would love to see the situation in York City. I hear you say that he made great changes and I know that a superintendent, a leader, can do this. I did it as a principal and I did it as a superintendent but I don't think his situation in any way belies what we face in a metropolis like New York.

Mr. GOODLING. The only thing I am trying to point out is he came from Philadelphia.

Mr. MATHEW. Even in a district in New York City, we have districts that are larger than most of your cities. A district in Staten Island alone has upwards of 43,000 youngsters in attendance in those schools. We have a district in the Bronx with 38,000 youngsters. We have an overall school system in the city of 1 million youngsters and it is just a different situation.

Our high schools are normally 5,000 strong in terms of students. Together with Carl, we visited one last week and were very impressed with the situation in that school but 5,000 youngsters is quite a chunk of people to have to manage in a reasonable way. That principal was doing a fantastic job and could not have done that job without security assistance, which was provided by the office of school safety.

What I am trying to say, and I'm not being simplistic in saying we need help from the Federal Government; we are not asking that you come in and solve our problems. We have an idea of how to deal with those problems. The ideal thing would be to get some money. That would help us employ more people. It would do two things. We have a lot of unemployment in New York City. Through CETA funds, for example, we might be able to relieve some of that and hire more guards.

Some of the guards we have, by the way, come to us through CETA and we also put them into useful service in the schools. We are not talking about boondoggling, we are not talking about how people make work. There is a real need and I can show you, if you are willing to come, Congressman, to see our schools.

I am not putting them down; I believe we have good schools and good schooling in New York City. We have high schools with 22 exits. We have junior high schools that are seven or eight stories high.

I have removed principals as a superintendent because I felt they were incompetent and were not doing their jobs. I have marked teachers unsatisfactory but you can do so much of that and then you have to realize that in order to get the job done, because we want our educational leaders to be educational leaders, the real problem is in the classroom. The real problem is in the area of curriculum. I found this as a principal.

All I had to do was ask my teachers what their primary concern was and they told me it was discipline. I proved to them I could minimize the discipline problems in the building. Once I did that, and we had all the kids in the room, then the problem was how to keep them there, how to motivate them, how to sustain an educational program. That is not easily done in a situation where you have upwards of 1,500 to 2,000 youngsters.

What I am saying is yes, the ideal would be if you could give us money in that direction. You can't give us money to augment our forces directly. Maybe you can do it through CETA. I am saying to you, we have a fledgling office of school safety, it is 5 years old. The problem has existed for a long time and it is being addressed for the first time now and we say the Federal Government has a responsibility in providing those communities that recognize the problem and want to do something about it, with technical assistance, with models, with other ways in which we can make whatever we are doing in this area more effective and efficient.

Mr. GOODLING. Are you going to put a guard or two in each classroom?

Mr. MATHEW. Not in the classroom.

Mr. GOODLING. How do you keep order in the classroom then?

Mr. MATHEW. We have that relationship with the community where they respect what you are trying to do as a leader, to have teachers who really try and do a bang up job. Most kids do fall in line. The incidents we are talking about are a very minor part of the overall population. Sometimes the tail does wag the dog.

Sometimes the turmoil and insecurity that can result from these natural leaders, we have situations where teachers are afraid to walk to their cars after 3 o'clock. They have to be escorted and we have seen this.

Carl and I are not afraid because we come from that community and we have a certain confidence and feel we can handle ourselves. You take people who have not been trained, who have not been given any confidence in this area and it's going to be a hell of a thing to ask of them, in addition to going into the classroom and doing a job, to also be tough like security officers.

Mr. GOODLING. Are you telling me if the security people in the halls get them into the classroom, then the teaching will take place? Is that what you are telling me?

Mr. MATHEW. I'm not making it simplistic but I am saying that that is the ultimate problem. I have seen it myself. Carl and I are a part of the task force that goes around New York City visiting schools.

Where you have good classroom practices and a good curriculum going and good programing, your problem is diminished considerably.

Mr. GOODLING. And good teachers?

Mr. MATHEW. Of course. Good teachers are a part of it.

Mr. GOODLING. Parents?

Mr. MATHEW. We are not talking about keeping a security person in every room, or anything like that. We are talking about having someone on the floor, someone by the exits, assisting in various ways so that you can respond to situations in the cafeteria where you have large congregations of youngsters. It is a very real human problem and you need human personnel to deal with it.

Mr. GOODLING. How about some custodial help? You are telling me, and I think I heard Dr. Holliday say, the percentage is very, very small—

Mr. MATHEW. As I said, the tail wags the dog. We've got to turn this around so that the standards become the standards of self-respect and responsibility and so on and so forth, but you don't do that by waving a magic wand. The situation has gotten out of hand over the years.

Mr. Goodling. If you have an opportunity to isolate, and I don't know if that is the best word, some of those "leaders," would that not help you solve this problem while you try to work up the community relationship?

Mr. Mathew. Yes, it would. I think Mr. Irish wants to add something.

Mr. Irish. I've heard that before where you isolate them and it's been said, if we could only get rid of that 1 percent. If you watch it, they get that other 1 percent and that other 1 percent and it never stops.

I think the important thing is—

Mr. Goodling. I don't want to get rid of them; I want to try to rehabilitate them and it isn't going to happen in the setting in which they are presently living.

Mr. Irish. I went into the police department in 1954 and I worked in the juvenile aid bureau at that time and the same hue and cry I look at it now has happened more than 20 years ago where people said, Let's get these criminals off the streets. The same problem is happening, as Dr. Holliday said, where he didn't want to deprive the criminal system or the courts because we would take youngsters down to the children's quarter in 1954, and the judge who might have recognized this youngster needed to be taken out of society and put somewhere, which would help rehabilitate him and also protect the populous, ought to look to the bridgeman and say, Where have we got room. where can we put him?

Mr. Goodling. That's what I am saying; shouldn't our resources go in that direction?

Mr. Irish. Certainly. That is the problem; they need resources to enable some of the real problem people to be put in a place that would help them and help society but certainly we don't want to put them there and I think we have learned the fallacy of just having an institution for residents.

I think, Congressman, maybe you are taking us all wrong if you think we are saying all we need is security people, or money. That is not true. We wanted a broad-based approach. Certainly the principal is a key factor in maintaining a good school and teachers are the key factors in maintaining a good school.

Mr. Goodling. I was going to say I was a high school principal and I love to hear that but I think we are over emphasizing it all day long because I was only half as effective as my staff was good. I will guarantee you.

Mr. Irish. It amazes me. When we have 1,000 schools, and you see how many leaders you find in Congress or anywhere in this world, this leader is nonexistent, the leader that has all the talents and abilities that we say he needs. I don't know where they are. There are some who are fantastic but there are a lot more who need a lot of help.

Talking about training programs, and I think that is what the Report said. I think that maybe we have just looked at it from the idea of security.

Mr. Goodling. Let me stop you there. Earlier today, I had the real concern that we poured millions and millions of dollars into training programs, particularly since Sputnik went up. We were embarrassed and just poured money out of Washington and we were really supposed to retrain these teachers and principals. What have we done with that money?

Mr. IRISH. It didn't happen to New York.

Mr. GOODLING. It did come to New York just like every other place.

Mr. IRISH. A graphic example of that was last fall when there were a great deal of teacher transfers and we found that teachers were being sent into schools in areas in which they had no familiarity at all, no real training in dealing with so-called "difficult" children. Many of them failed.

The interesting thing I heard was someone said if they can make it for 3 months, they'll be okay. I think that's a disgrace when you say if you make it for 3 months; I think if you have some kind of training, some kind of intergroup relations, there are a million things we could do in that regard where you would prepare a teacher to go into those schools and to do the teaching job they had been taught to do, but are incapable of doing because they can't relate. They are frightened and insecure.

Mr. GOODLING. I have another question in relationship to how well many teachers have been taught in the first place but we won't go into that because that would take hours and hours and hours.

Mr. ANDREWS. Let me butt into this a moment, if I may. I am just inclined, for whatever it is worth, to agree with all three of them.

[Laughter.]

Mr. GOODLING. Very good.

Mr. ANDREWS. Let me see if I can explain myself. I am inclined to think that it's true, in many areas of the country, particularly in those where you have the large schools, and a lot of transitional people. A considerable percentage of the people each year in New York were not there the year before.

I saw some figures recently, and if I recall, for example, Mr. Goodling, in New York City in a recent year, 1975, I believe, it was determined that you have a given number of children that were eligible for the free school lunch. We had the same program in North Carolina and it was determined there and in Virginia and Georgia, how many children were eligible for the free lunches in the summer.

In the places where you find less violence in the schools, you find that somewhere around 30 percent of those lunches were paid for. In other words, relatively few of the children who were eligible for the free lunches sought and obtained the free lunches, whereas in New York City, 240 percent of those who are eligible for the free lunches got the free lunches or at least the Federal Government paid for that many free lunches.

Mr. GOODLING. Unfortunately they didn't get them because the vendors took care of that whole deal.

[Laughter.]

Mr. ANDREWS. I have nothing against New York, it's just I'm sorry it is that way.

Mr. Mathew. We want you to come; it's a safe place if you walk with us.

[Laughter.]

Mr. Andrews. I hope to be in New York in a few weeks for my daughter's birthday. As I say, it is just a fact that in some areas, not all of New York, but much of New York, you have a correlation, that you have this problem with school violence and you have likewise correspondingly more or less a lack of respect for any institution. They don't have respect appreciably for the Congress, the church, the State government or the court any more than they do the school. They go together and that's why I say that these statistics don't really prove anything we don't already know.

Why can you say it is TV or it is not TV? They showed the same TV programs in Chatham County, N.C., and York, Pa., but it doesn't affect the kids in the same way.

Mr. Goodling. They have one special channel that you don't have.

Mr. Andrews. Apparently they do.

[Laughter.]

Mr. Andrews. It's not just New York. You will find in San Francisco and other places this same lack of respect for institutions, lack of respect for one another, teachers, principals, courts, government, the Vietnam War, or whatever. It all gets tied together.

You can say, well it's lack of education. No, it isn't. The problem is quite different in York and in my home county of Chatham, County, N.C., than it is in New York. I don't think the fact that we don't have any particular problem with school violence in Chatham County, N.C., or in York, Pa., proves that you don't have the problem in New York.

We don't want security guards; they would do more harm than good. We don't need them. We have the community support that you gentlemen have talked about. We have that. How do you get it? You can't get it from Washington or OEO. It is just already there. Our community appreciates its schools. Everybody there is well aware—not everybody but virtually everybody—that they work hard to help pay the taxes to support the schools and the parents better not find out Johnny broke a window. You don't need a security guard to whip his fanny. Daddy will do it for you; daddy helped pay for that window.

We respect the courthouse. It's not just the school; we respect our streets. It's a poor community and we respect what we are able to acquire either individually or governmentally. Everybody there had better respect it or you have complete community damnation of that one who doesn't or those few who do not. They just do not get by with it.

It is reported and acted upon because the people respect the law, they respect the church and other institutions. In some places, in this country we don't have that attitude. I think if somebody could answer how those attitudes can be transferred, we would get somewhere with regard to school violence as well as to many other problems.

You cannot say it is poverty; it is not the poor.

North Carolina has either the lowest or second lowest per capita income in the Nation and yet we don't have this problem to any appreciable extent. I don't mean to say we don't have it. Like you, Dr. Holliday, I don't want to say that because school violence is no major problem we are satisfied that it is relatively low.

Why we have different attitudes in North Carolina or York than we have in New York or in portions of New York, or in San Francisco; why we have a different attitude toward law enforcement, patriotism, and so forth, is what I think we are getting at. I don't think you will ever solve it.

Some feel that this subcommittee could write school violence legislation. I think if you were to solve the problem, you would reinstitute, in those places, a degree of love for one another, a degree of respect for one another, a degree of respect for institutions, authority, and property and this would get into and permeate the minds of individuals and finally the communities.

Then this problem called school violence, along with 10,000 other problems, would solve itself. Until we can get that, I guess I agree with you that we need more security guards. I also agree that that is no real solution at all.

Mr. GOODLING. You are getting a doubling of CETA funds to provide more jobs so that will give you an opportunity to get the additional security people that you need. Now you have to tell us what we can do to bring about the close knit family that's going to correct these problems. You are going to have to tell us what to do from a Federal level in relationship to custodial care, I think. You will get the additional funds and that is obvious from the budget. That will give you time, I guess, but if there is anything else that we can do that is actually going to help solve the problem, and I'm talking about this committee. There are many other committees who have a lot to do with helping to solve some of these problems in the most rural areas and in the center city large areas primarily so you will get your extra money. It is obvious. We will double CETA.

Mr. IRISH. Congressman, it is interesting and all I can say is you are very fortunate and so is Dr. Holliday that you don't have these problems. One of the things is that 1½ years ago, a German-Austrian television network came by my office to film what we did about school safety and what the problems were in New York.

I was extremely puzzled and asked them if they have a similar problem? They said, no, they did not, but they were beginning to feel it. This television network felt that they wanted to get a jump on their competitors. They said usually anything that happened in America, within 4 to 5 years, came to Europe. They wanted to be ready to portray this on national television in Germany and Austria.

Four months ago, two of the high-ranking police officials from England came to my office and England has always been a nation that respected property, respected authority, the close knit family, the same things you are saying, and these two officials told me they were beginning to experience a great deal of social dislocation which was being evidenced in problems in the schools.

As I said, I think you are extremely fortunate, and Dr. Holliday is fortunate.

Mr. GOODLING. Let me point out, Dr. Holliday could have all sorts of problems. I repeat over and over again that he oversimplified. He hasn't taken any credit for preventing a lot of those.

I went to York City schools. I was a country boy who walked into Hinnepin the very first day and a boy six times bigger than I knocked the principal flat on his can and for 4 years, I went through class in total fear. I don't want to overemphasize how relatively free we are of having any problems. I think it is his approach to helping solve these problems and I realize your problems are totally different and multiplied several hundred thousand times.

All I am saying is we can buy time with those security people but we have to do more than that, you know? That is never going to solve our problem. Of course these other people are witnessing the same thing in other countries because you have the same total family breakdown.

It wasn't too long ago the Jewish community in our country had the greatest stability you ever saw. That's in my area, breaking down. In every area in our country, it is breaking down little by little by little. They were the epitome, you might say, of the mother-father-children relationship, respect and all of this business. It is breaking down and pretty soon we will not even be able to supply security people because we won't have that caliber of person to do it. They will have all have gone the other way, no matter what the researchers come up with in statistics.

Mr. MATHEW. I don't think I can answer all of the questions you posed, both of you, because I think you are really raising a lot of other concerns that go to the heart of our entire society.

There are two things I want to mention and part of it is that the contracts with the unions have so delimited roles and functions of teachers that they are no longer available to do some of the things they were doing in the past, even when I was a principal, which wasn't that long ago. They could be relied upon to do much more of the patroling, so on and so forth. That is no longer available to us to the extent it was.

Personnel we formerly relied upon to assist us with respect to some of these things are no longer available but the budget cuts in New York City have lost many numbers of intermediate supervisors. You need assistance supervisors in large schools. They are the ones who then enforce and supervise for the principal and so forth.

If you do not have them, there are entire school districts in New York City without a system principal because of the budget cuts.

Someone earlier referred to the maze of guidance counselors and so on and so forth. These are very serious things which have occurred but those are much more fundamental things to which I think you alluded.

I feel in New York, part of the problem has been the system itself and the system itself not being responsive to changes that have occurred. We have had a tremendous demographic change in the population but the system itself is only now coming into tune with that population.

Carl and I represent two of those minorities and I think part of it is the understanding of the kids who make up the majority that they will have real opportunity within the city of New York within the school system and that it is not just a phoney kind of thing they are being offered. I think we are moving in that direction.

Mr. Andrews. Dr. Holliday, may I pose a question to you? What do you think we should do?

Dr. Holliday. As I said, the only help we really need is help with those youngsters who have not been helped by the school district. For example, I believe there are several youngsters in the city of York that really don't believe we will do anything to them and despite the severity of their acts, they can get away with it because they continually repeat and repeat and repeat their behavior.

We don't have any mechanism through the courts or through counseling or psychiatric help to get to this youngster to disuade him of the way he behaves. For example, if time had permitted, I wanted to give you a case in point.

Just the other day, the board of school directors expelled a young man from the city schools. He had a record of misbehavior since first grade. They sent him to the alternative school, whereupon he set fire, or attempted to set fire to the building twice, was involved with marihuana, stickups, hijacking, and we put him out of school.

Thereupon, he formed a gang of 10 other youngsters we had put out of school and these youngsters committed, in a 1-month period, all of the burglaries in the city of York and all of the purse snatchings. In addition to that, there are two women in York Hospital who are being kept alive by artificial means and as soon as the plugs are pulled, two charges against these youngsters will be murder instead of purse snatchings. By the way, all of the victims were 60, 70, 80, and 90 years of age.

Our point is, even though we recognize these youngsters had problems in first grade and that they misbehaved in school and did things outside of school, there is no agency, no institution that can handle these youngsters that are creating I imagine most of the vandalism and violence in our public schools and in the cities.

I say this number is so small, the kind of help you could give us would be to help us place those youngsters in some other setting because schools should delimit their goals and objectives.

We believe we should teach reading, writing, arithmetic and citizenship. It's baloney when you go beyond that. Schools are not constituted to be substitutes for families or anything else that these people were talking about in terms of programs. We are prepared to teach reading, writing, arithmetic, and citizenship and we cannot go any farther.

What I am saying is, after the second chance is given in a public school, then we should have the third chance which should be the alternative of incarceration and rehabilitative training. That is how you could help us.

If we had that kind of alternative, we would not have had a 10-person crime wave. The other thing I would like to say is, sure, we have problems in York City. York City was one of the most violent cities in the United States during the so-called "Black Revolution."

The people in York, black and white, decided that we have had enough of that nonsense and as a result, the school superintendent, the mayor, the captain of police, when we speak or when we ask people to get together to overcome a problem, there is nothing a citizen of York would not do for the superintendent or mayor when we work in conjunction. They look to us for leadership because we have had enough of the nonsense of mistreating one another and destroying property.

The other thing is our city is only 5 square miles and it is in a valley. I talk about the Pennsylvania Dutchness in the area, we believe in frugality, we believe in being respective to one another and there is not one piece of graffiti in our high school inside or out. We don't mark on things; we don't destroy property and as I said, if there's a window broken in the high school, there's a headline and a picture of the broken window in the high school.

I don't know how you get from being one of the most violent places in the United States, in terms of gunshot wounds per capita, during the so-called "Black Revolution" to this point of saying, hey, we've had it; let's work together and stop this nonsense so we can let young people know, beyond this point, you cannot go because we are not going to take it.

Our philosophy in York City is, in relationship to our school, I am in charge and no one will take the schools from us, be it vandals, militants or people who have other desires other than the will of the people and that's what we stand on.

Mr. ANDREWS. Thank you. That is, in essence, what I was trying to say earlier. They go together. You don't just do it by some bill that has to do with violence in the school. It becomes a community involved with many things, of which that is just a part.

Dr. HOLLIDAY. People believe if you violate what I just said, although I'm a mild-mannered speaking man, they will get hurt.

Mr. MATHEW. There will be violence in York.

Dr. HOLLIDAY. Official violence, sanctioned by the government. [Laughter.]

Mr. ANDREWS. Someone said a long time ago that you can no more legislate virtue that a battering ram can erect a temple and I suspect that is apropos to some of this also. We have run out of time and if anyone has anything to add briefly for the good or the cause of the country, we would be glad to hear from him or her. [No response.]

Mr. ANDREWS. Otherwise, we thank you all for being here and we will look forward, with interest, to reconsidering all of the things that have been said today. Maybe it's appropriate to work in particular areas of New York City.

Mr. IRISH. The problem is that this is the first time Al and I have ever heard of the magnificent achievements he has done in York. Maybe we should take a look at York and say, hey, maybe that could work in my community.

Mr. ANDREWS. You have that opportunity now, as soon as we adjourn.

Mr. GOODLING. I would like to make one last comment. I think basically what I had been trying to project here is the fact that I think we have local communities, cities, and so on into an awful lot of difficulty because we have accepted the role in Washington, D.C., that truly we have all the answers to your problems. Therefore, your constituency, all of a sudden decides it must have all the answers to our problems and we don't.

At least if we gave you support that we're going to have to do some of this working together back home, that is the only way it came about in York City and I lived through those days he is talking about.

Mr. ANDREWS. It seems to me to be very indicative of no chance of success when the principal from New York, who was brought in this morning by Congresswoman Chisholm, I have forgotten his name——

Mr. IRISH. Hooper.

Mr. ANDREWS. He tells us there is some rule there that the teachers or authorities can not fail to pass a student more than 1 year. I dare say in York you don't have that rule?

Dr. HOLLIDAY. We don't have that rule.

Mr. MATHEW. That is being changed thanks to former Congressmen Koch and Herman Badillo. There will be an announcement on that very soon.

Mr. ANDREWS. You can hold these kids in the first three grades until they learn to read or some basic rudiments, because they are not only going to be failures as students——

Mr. GOODLING. You will have to support my ESEA1 program of getting them in their homes when they are 3, and in another area when they are 4, or there'll be no hope when they are in first grade.

Mr. ANDREWS. Somewhere, as soon as possible, they must learn those rudiments before you push them up and they don't know what is going on and are disinterested and their interest goes off in another direction. That's where you get a big part of these troublemakers.

Mr. MATHEW. Thank you very much.

Mr. ANDREWS. Thank you.

[Whereupon, the hearing adjourned at 4:55 p.m.]

[Additional material submitted for inclusion in the record follows:]

TESTIMONY OF
CONGRESSMAN JONATHAN B. BINGHAM
before the
COMMITTEE ON EDUCATION AND LABOR
SUBCOMMITTEE ON ECONOMIC OPPORTUNITY

January 24, 1978

Mr. Chairman and Members of the Subcommittee, you have come together today to discuss the issue of violence in our nation's schools. I appreciate the opportunity to testify again on this problem, as it is one that has been of great concern for me for most of my Congressional career. I first introduced legislation on dealing with crime in our schools in 1971. In 1974, the Safe School Study Act was enacted into law as an amendment to the Elementary and Secondary Education Amendments of 1974. This Act was the culmination of my efforts and those of Representative Alphonzo Bell to establish the extent of the crime problem in our nation's schools.

Finally, after four years and many delays, the Department of Health, Education, and Welfare's National Center for Educational Statistics and the National Institute of Education have released this report. And, just as I expected, it establishes that crime in our schools is a major problem.

This hearing is designed to be an information gathering and sharing session. Many knowledgeable witnesses have assembled to share their experiences and to make suggestions to legislators and to school systems riddled by crime and violence. I'm sure that they have many constructive ideas to share, and I eagerly await their testimony. On the federal level, I understand that the Law Enforcement Assistance Administration has some ongoing programs and proposals that will definitely give hope to our problem schools.

We in Congress should open our eyes to the problems in our schools, and enact legislation to provide additional funding and programs. I hope that this hearing will result in action by this Subcommittee and the full Committee on Education and Labor in support of my bill, the Safe School Act. Our children, our greatest resource, have suffered enough. They deserve to have a safe place in which to learn, and a secure environment around them. If we expect to produce a generation of responsible citizens, we need to provide them with a good learning experience as children. Every child has the right to an education. If a child is disruptive in school, we should not abandon him. We need to reform our system so that we can reach out and help him to be a responsible citizen as an adult. In the long run, we will waste fewer dollars on adult correctional institutions, and impose fewer traumas on those victimized by crime if we can stop these problems as they begin--in childhood. We must protect the rights of our children and eliminate crime in our schools. We have the capacity and the capability. It's up to us to put them to work.

Thank you again for giving me an opportunity to testify on this pressing problem.

STATEMENT OF PAUL R. FRINSTHAL, ASSISTANT DIRECTOR
NATIONAL AMERICANISM AND CHILDREN & YOUTH DIVISION
THE AMERICAN LEGION

TO THE

Subcommittee on Economic Opportunities
Committee on Education and Labor
U. S. House of Representatives

ON

Violence and Vandalism in the Schools

January 31, 1978

Mr. Chairman and Members of the Subcommittee:

The American Legion appreciates this opportunity to express its views on violence and vandalism in our nation's schools.

Through its Children & Youth Division, The American Legion has supported numerous pieces of legislation dealing with the prevention and control of problems directly affecting the well-being of our nation's young people. This supportive role now exceeds five decades and will continue as long as children are in need of programs that will brighten their future.

Since 1925, The American Legion has conducted a national Children & Youth program. This program is community-centered and is conducted for the most part by an army of volunteers, estimated to be fifty-thousand members of The American Legion and the American Legion Auxiliary, representing well over three and one-half million members. From this community-centered program, we believe we have an excellent vantage point from which to learn of those serious problems affecting our nation's children and youth.

The atmosphere in and around our public schools has changed drastically during the last 25 years. According to the Final Report of the Senate Subcommittee to Investigate Juvenile Delinquency, we find homicide up 18.5 percent; rape up 40.1 percent; robbery up 36.7 percent; assault on teachers up 77.4 percent; assault on students up 85.3 percent; burglary and larceny up 11.8 percent; weapons seized up 54.5 percent;drug usage to include alcohol up 37.5 percent and dropouts up 11.7 percent. The American Legion is aware that these figures are somewhat distorted based on the improved reporting procedures of recent years. This fact does not, however, negate the impact this problem has had on the educational community.

The American Legion has been involved in various juvenile delinquency prevention and educational programs for nearly 40 years. But not until May of 1977 did we take a specific stand on this issue. Since this date, we have gained in knowledge and understanding concerning the magnitude of this problem. From our involvement, we are aware of certain factors that must not be ignored if there is to be any hope of developing a successful prevention program:

1. Reporting cases of vandalism and violence in our schools must be uniform. The present system, though improved, is still inadequate and haphazard.
2. If we can expect this problem to continue, then more attention should be given to the victims (i.e., students and teachers) who often have physical and/or emotional readjustment needs.
3. More attention to those laws pertaining to the possession of dangerous and deadly weapons is paramount. Severe penalties and strict enforcement

is a precedent woefully lacking and desperately needed.

Attached to this copy is a resolution adopted by our National Executive Committee in regular session, May 4-5, 1977, in Indianapolis, Indiana.

Resolution No. 48 stresses the serious problems associated with violence and vandalism in our schools. The cost, nearly $600 million annually, is detrimental enough to say nothing of the impediment it causes to the learning process. The American Legion through this mandate extends its service in any capacity needed to help break existing patterns of juvenile delinquency. In addition, we recommend that the Congress take positive steps to enact pertinent and meaningful legislation.

In concluding this short position paper, we of The American Legion wish to stress one final point. The education of our next generation deserves top priority. For the average student, the educational process is one that demands time, dedication and a great deal of sweat, just to remain average. Shall we continue then to allow this majority, concerned about their future, to be impeded by a minority of adolescent deviates?

We sincerely appreciate this opportunity to express our viewpoints on this important issue to the members of this Subcommittee.

National Executive Committee
Resolution No. 48
May 4-5, 1977
Indianapolis, Indiana

VIOLENCE AND VANDALISM IN THE SCHOOLS

WHEREAS, Juveniles account for almost half the arrests for serious crimes in the United States; and

WHEREAS, Numerous elementary and secondary schools across the country are experiencing serious and at times critical levels of violence and vandalism; and

WHEREAS, Schools in America spend in excess of $500 million on vandalism each year; and

WHEREAS, The impact of violence and vandalism in our schools affects the morale of students, teachers, administrators, parents and impedes educational advancement and fosters patterns of juvenile delinquency; and

WHEREAS, Violence and vandalism in the nation's schools result in enormous loss of educational resources and human potential and contribute to the high rates of juvenile delinquency within the United States; now, therefore, be it

RESOLVED, By the National Executive Committee of The American Legion in regular meeting assembled in Indianapolis, Indiana on May 4-5, 1977, That school boards and state education agencies develop a balanced and effective program to reduce and prevent violence and vandalism in the schools; and, be it further

RESOLVED, That the local Posts urge and assist those in the educational community to join together with juvenile authorities and child-serviing institutions in efforts to reduce the development of patterns of delinquency in schools; and, be it finally

RESOLVED, That the Congress of the United States enact appropriate legislation to establish a grant program to assist those schools in need in bearing the financial burden of implementing these programs.

nea
NATIONAL EDUCATION ASSOCIATION • 1201 16th St., N.W., Washington, D.C. 20036 • (202) 833-4000
JOHN RYOR, President
WILLARD H. MCGUIRE, Vice-President
JOHN T. MCGARIGAL, Secretary-Treasurer
TERRY HERNDON, Executive Director

March 9, 1978

William F. Causey, Counsel
Subcommittee on Economic Opportunity
Cannon House Office Building, Rm. 320
Washington, D.C. 20515

Dear Mr. Causey:

Your letter to John Ryor, requesting two items of response: (1) NEA's reaction and comments to the National Institute of Education's Safe School Study; and (2) NEA's perception of the school violence problem and recommendations for its reduction and prevention, was referred to this office for reply.

With reference to item #1 we could not comment on the Safe School Study without a copy of the document. We requested a copy and did not receive it until February 23. This accounts for our delay in responding. Upon examining the Safe School Study, it appears that the technical nature of the study itself will require additional time for analysis. We will, however, provide you with some insights into the problem of school violence as currently perceived by the NEA and suggest some recommendations for reduction and prevention.

Violence is the overt manifestation of frustrations and anger that arise as the result of the decline of the family structure; the diversity of values; unequal opportunities in employment, education, and housing; sexism; racism; and apathy. Overcrowded classrooms, lack of parental involvement, lack of student self-esteem, and lack of human relations training are contributing factors. The inconsistencies between implementing school district policies and protecting student rights put teachers in the untenable position of either being insubordinate or of alienating students.

Pressures brought to bear on students by parents, community and peer groups coupled with pressures on teachers to provide quality education while implementing other school district regulations have made schools the likely place for violence. Universities prepare teachers in subject matter skill development, but not for the daily onslaught of meeting the expectations of students, administrators and community while attempting to teach.

We feel that the reports of school violence indicate only the tip of the iceberg. A teacher who reports an incident of school violence is made to feel incompetent; a principal who admits to problems of violence in his/her school becomes an ex-principal; an administrator who brings to public attention the extent of violence in a district's schools loses the support of the school board and becomes an ex-superintendent. Until such time that teachers, administrators, and school boards can be honest about the problem, any efforts to eliminate school violence will be difficult.

The National Education Association has had a continuing concern about the problem of school violence. Since 1973, the NEA Representative Assembly has provided the direction for the Association by passing resolutions regarding discipline, youth in trouble, protection of educators, alcohol and drug abuse and student rights and responsibilities. In keeping with these resolutions NEA: (1) implemented a study, (2) conducted a national conference, and (3) administered a technical assistance program on school violence.

The 1975 NEA study focused on Compton, California. Gang leaders and members came to air their feelings about Compton and school violence at the National Conference; the Technical Assistance program is currently underway.

In 1975 the vision of the real world for Compton students was a nightmare of robberies, assaults, beatings, extortion, knifings and shootings surrounded by the grim remnant of vandalized buildings. Weapons were common place. Some parents were said to provide guns for their children's self-defense. Vandalized classrooms, laboratories, and gymnasiums, inappropriate textbooks and teaching materials, inadequate space for effective teaching contributed to the Compton students' feelings of low worth.

Extracurricular activities had come to a halt because students were afraid to remain after school. This included graduation exercises as well as band and athletic activities. "We have nowhere to go and nothing to do so what's the use," one student remarked.

Compton's students had low self-images. The only "success models" that students saw were those peers who were engaged in acts of violence either singly or as members of gangs. Teachers and students both said that a student reported to the administration or even picked up by the police was likely to return the next day as a hero.

The only work experience available to many Compton students is in extortion. It's not respectable, but it brings a good living. It's power politics, old-fashioned but effective and well publicized. It doesn't require training, experience, references, or capital. "Why should I choose a career when I won't be alive at 16?" Comments like this were the rule, not the exception among compton's youth. It's the combination of weapons and extortion that caused a student's death at Compton High School in 1974.

> "A regular extortion victim was informed that he'd have to pay more in the future. When the day came and the collector approached, the victim, at the end of his resources, in desperation pulled out a gun and shot him." (NEA Study of Violence in Compton, Project Educational Neglect, 1975)

Some of Compton's gang leaders were invited to share their experiences with hundreds of teachers at NEA's 1975 National Conference on Educational Neglect in Washington, D.C. The study was included in the Senate subcommittee on Juvenile Delinquency's Hearings on School Violence. NEA provided technical assistance to the Compton Teachers Association in the development of a proposal for federal funding. Though the proposal was not funded, the efforts by the teachers brought the cooperation and support of the community, the school district and local businesses. The gang leaders today are on their way to college or are engaged in productive employment and promising careers.

Encouraged by the technical assistance experience, NEA instituted a program to assist its state and local affiliates in exploring methods to reduce violence and vandalism in schools. The 1976 program awarded financial grants for seven local and state projects.

State and local projects involved cooperative efforts with junior and senior high school students, their student governments, teacher-student-parent social services teams and cadres, and multicultural and interpersonal awareness training. Other more comprehensive programs included efforts of affiliates at the state and local levels for legislation and funding to combat violence in the schools. NEA projects were characterized by a strong commitment on the part of the affiliates to do something about the problem. One such project was undertaken by the Colorado Springs Teachers Association, Colorado.

District #11-Colorado Springs, Colorado paid over $70,000 in costs due to vandalism during the school year 1976-1977. The budget for 1976-1977 contained $80,000 for building repairs of damages caused by vandalism. The community became increasingly aware of the problem through news coverage of the specific acts of vandalism during the 1976-1977 budget building process.

Factors contributing to the problem included: year round schools in one section of the district; modular scheduling in one senior high school; a highly mobile school population; inner-city socioeconomic groupings; a high percentage of military families; and a lack of existing district or building level programs to combat the problem of vandalism.

The Colorado Springs Teachers Association made preliminary contact with the district and building level administrators, members of the school board, student leaders, and local business leaders. Through their discussions, the project was developed.

The Colorado Springs Teachers Association project PRIDE - Personal Responsibility in Democratic Education - focused on the building level as the base for developing plans to reduce vandalism, since each participating school had unique characteristics. The project was based on the premise that students and educators working together can develop innovative programs at the building level and that the sharing of these ideas will allow implementation plans to work.

School committees (junior and senior high), composed of teachers, administrators, students, counselors/social workers and parents were charged with the task of developing a unique building level program to reduce vandalism in each school. Fifteen junior and senior high schools were invided to participate. Ten schools chose to submit plans in competition for two cash awards - one for the junior high level and one for the senior high level.

Awards were made by a judging committee composed of one district administrator, one Colorado Springs Teachers Association representative, one student, one school board member and one member of the local Chamber of Commerce. The winning senior plan involved the creation of a "climate committee" composed of teachers, students, support personnel, parents and administrators to assist in encouraging school pride. The junior high school plan was a simple thermometer display comparing the previous year's costs due to vandalism to the current year's costs. The difference in costs were earmarked for student projects. The school district adopted the two plans and implemented them in all the junior and senior high schools. The cost of the Colorado Springs project to the NEA was $250.00. A federal agency's program subsequently funded a similar project by a West Coast school district for $5,000.00.

All of NEA's projects were teacher initiated. By taking the leadership and by being committed to make the effort a success, teachers in the projects were able to bring together those elements of the community, school district and students to do something about the problem without the cumbersome machinations of bureaucracy. The remaining project descriptions are attached for the committee's examination.

The 1977 NEA Conference on School Violence exemplified another level of commitment. Several hundred teachers, agency representatives, administrators, community groups, representatives, parents and students worked together for two days exploring the root causes of violence; discussing how the different aspects of the student's environment can provide a total support system for youth; and examining short and long range alternatives for reducing violence and preventing its reoccurance in the schools.

Teachers expressed frustration and anger at the lack of administrative support, "the looking the other way attitude" or "I'll support the student, you nasty teacher" attitude of administration. Students pointed out the uneven administration of discipline procedures, lack of student incentive, lack of student involvement in the decision making process, and irrelevant curriculum.

Together they sought protection for teachers and students against physical and verbal abuse, the need for administrative support, in-service training in classroom management and human relations, uniform discipline codes, involvement of parents and community agencies in the educational process, individual program structuring reflective of student needs and interests, student-teacher involvement in the policy and decision making processes, the establishment and support for alternative schools.

This year the NEA is exploring means to assist urban areas in developing alternatives to reduce school violence.

We feel that we have demonstrated over the years that teacher and student involvement can make a positive difference in reducing school violence. We believe that the projects we supported are cost-effective in getting the job done. More needs to be done. In order to impact on the problem on a national scale, more resources are needed.

The position of the NEA with reference to social issues is enunciated by its resolutions. In that regard, NEA has seven resolutions which address themselves to some aspect of the school violence issue. They start with NEA Resolutions Section E. Protect the Rights of Educators and Advance Their Interests and Welfare (see Document enclosed) and E.1 Physical Environment for Learning and include 77-21 Alternative Programs; 71-23 Student Rights and Responsibilities; 77-24 Discipline; 77-25 Exceptional Student Needs; 77-31 Youth Detention and Incarceration; 77-57 Protection of Educators; and 77-58 Protection of Teacher Advocates.

The NEA in addition supports legislation for financial assistance to programs to reduce school violence. It believes that the interests of teachers and students must be taken into account in any federal program to reduce violence. NEA would therefore submit the following recommendations:

1. That the Eligible Applicant Category of programs for funding to reduce school violence be expanded to include education associations as primary applicants.

2. That all advisory committees to federal programs to reduce school violence include classroom teachers.

3. That all classroom teachers appointed to such committees be nominated by the organizations selected to negotiate for teachers or by the majority organization where no representation election has taken place.

4. That comprehensive, fully funded programs that would provide financial grants to education associations be instituted.

We have an ongoing interest in activities concerning violence in the schools. Please keep us informed of your progress. Thank you for this opportunity to share with you some of our concerns and some of our materials.

Sincerely,

John F. Cox
Director
NEA Teacher Rights

JFC/fjj/rm
Attached

NEA School Violence Program Projects 1976–1977: Colorado Springs Teachers Association, East Providence Education Association, Rhode Island; Hawaii State Teachers Association; Little Rock Classroom Teachers Association, Arkansas; Massachusetts Teachers Association; Portsmouth Education Association, Virginia; and Washington Education Association

COLORADO SPRINGS TEACHERS ASSOCIATION
2227 North Weber Street
Colorado Springs, Colorado 80907

President: Thomas J. Hurley, Jr.
Project Coordinator: Dennis Gregory

NEA: $ 250
CSTA: 1,000
CEA: 250

+ local model
+ vandalism
+ secondary
+ building level competition

The Problem

District #11-Colorado Springs paid over $70,000 in costs due to vandalism during the school year 1975-1976. The budget for 1976-1977 contained $80,000 for building repairs of damages caused by vandalism. The community became increasingly aware of the problem through news coverage of the specific acts of vandalism during the 1976-77 budget building process.

Factors contributing to the problem included: year round schools in one section of the district; modular scheduling in one senior high school; a highly mobile school population; inner-city socioeconomic groupings; a high percentage of military familes; and a lack of existing district or building level programs to combat the problem of vandalism.

The Colorado Springs Teachers Association made preliminary contact with the District and building level administrators, members of the school board, student leaders, and local business leaders. Through their discussions, the following project was developed.

The Project

The Colorado Springs Teachers Association project PRIDE - Personal Responsibility in Democratic Education - focused on the building level as the base for developing plans to reduce vandalism, since each participating school had unique characteristics. The project was based on the premise that students and educators working together can develop innovative programs at the building level and that the sharing of these ideas will allow implementation plans to work.

School committees (junior and senior high), composed of teachers, administrators, students, counselors/social workers and parents were charged with the task of developing a unique building level program to reduce vandalism in each school. Fifteen junior and senior high schools were invited to participate. Ten schools chose to submit plans in competition for two cash awards - one for the junior high level and one for the senior high level.

Awards were made by a judging committee composed of one district administrator, one Colorado Springs Teachers Association representative, one student, one school board member, and one member of the local chamber of commerce. Published plans became the property of the Colorado Springs Teachers Association and were to be distributed to all schools in the district.

To keep enthusiasm burning through the long summer, the Colorado Springs Teachers Association held workshops with members of the community and worked with teachers in the year round school.

The project received widespread attention as the result of the project coordinator's participation in television and radio shows during the NEA national convention in Minneapolis and in interviews with newspapers like the New York Times.

Current Status

At the present time eight of the ten schools have begun implementation of their plans with support from the school district and the community.

Products

* Project Procedural Implementation Design
+ Participating Schools Plans (November 1977)
+ Committee Workshop Design

* Sample attached

COLORADO SPRINGS TEACHERS ASSOCIATION
2227 NORTH WEBER STREET
COLORADO SPRINGS, COLORADO 80907
471-1190

REPRESENTING THE TEACHERS OF COLORADO SPRINGS

Example of Procedural Implementation for Project Pride

1. Announcement of Project - Faculty Representative Meeting
2. Public demand for this project - Faculty Representative Meeting
3. Discussion of project implementation. Force Field Analysis
   Faculty Representative Meeting
4. Assignment by F.R. Council to student government and sponsors
5. Phone calls to all student government leaders and sponsors
6. Meeting and training for student government leaders and sponsors
7. Deadline to constitute committees for project
8. Phone calls for progress report from committees
9. Reports on the results of vandalism project due in CSTA
10. Projects submitted by each school
11. Revision and editing by CSTA
12. Submit to judging panel
13. Compilation of judging
14. Publication of projects
15. Awards for projects

A UNISERV PROFESSIONAL ASSOCIATION
AFFILIATED WITH THE NATIONAL EDUCATION ASSOCIATION AND THE COLORADO EDUCATION ASSOCIATION

EAST PROVIDENCE EDUCATION ASSOCIATION
27 Lincesta Road
Pawtucket, Rhode Island 02861

President: James E. Driscoll
Project Coordinator: Manuel Vinhateiro

NEA: $400 (original grant $1,000)
EPEA: $1,000

+ local model
+ vandalism
+ elementary/secondary
+ slide presentation

The Problem

At East Providence School Committee meetings it was apparent to the East Providence Education Association representatives that vandalism of school property had direct impact on the quality of education in the district. At one school committe meeting an expenditure of $10,000 for replacement of windows was reported, followed by a $10,000 cut in the textbook fund for the high school. Teachers were aware that other damages had been incurred, yet these damages were not being reported publicly. Repairs simply were not being made. Teacher work loads were increased in an attempt to prevent acts of vandalism.

The East Providence Education Association took the initiative to launch a public awareness campaign illustrating the impact of the cost of school vandalism on the taxpaper's dollars, in an effort to bring community support to bear on the problem.

The Project

The East Providence Education Association's basic premise regarding its project was that once the problem was examined, the results could be translated into an educational awareness program for community groups, businesses, administrators, etc. so that they could better understand the extent of the problem. By this means the Association hoped to provide the leadership in developing cooperative programs to combat the problem. In preparation for the project, two association representatives were placed on the East Providence Community Relations Committee to allow the Association input into the district's programs.

The East Providence Education Association developed a survey instrument to elicit information regarding school vandalism from administrators, teachers, students and custodians. A slide presentation was developed to illustrate the extent of vandalism to community groups, students, and other interested groups. Notices were sent to all teachers asking for help in recording vandalism through slides and photographs. Instructions on how to take the pictures and how to use comparison devices were distributed. Every teacher who participated by sending photos was sent replacement film.

Presentations have been made to teachers' groups, including a workshop session at the NEA/Rhode Island Summer Leadership Conference in Newport, R.I., in August 1977. The slide presentation illustrated the various forms of vandalism that occur on school property. The commentary by James E. Driscoll, president of East Providence Education Association, included an analysis in terms of the cost of specific acts of vandalism to the instructional budget - e.g., "this (broken window) cost four math books that should have been purchased for the High School Math Department."

Current Status

Arrangements have been made to present the project to the Superintendent of Schools and the School Committee. The Association's objective is to receive approval to present the slide project at school assemblies and to the East Providence Community Action Group. The Association intends to demonstrate that 40% of school vandalism occurs during the school day. In this manner it is hoped that a program for vandalism prevention will be established geared to school personnel.

Products

* Survey Instrument
* Guidelines for Photographing Vandalism

* Sample attached

SAMPLE

EAST PROVIDENCE EDUCATION ASSOCIATION
NATIONAL EDUCATION ASSOCIATION RHODE ISLAND

ATTENTION ALL TEACHERS

The East Providence Education Association has formed a special committee which is currently studying the problems of vandalism in the city school system. As part of the process of compiling information, photographs of damage or destruction of school property resulting from acts of vandalism are needed by the committee. Color slides are preferred, but if no color photos can be made, black & white photographs are acceptable. Any vandalism damage, indoors or outdoors on school property, should be photographed. If you do not have a camera and film available, contact George Donovan at the Senior High or at home to arrange for pictures.

Here are some guidelines for photos:

Use a 35mm camera with ektachrome or kodachrome color slide film, daylight type, and supplement with a flash.

Use an instamatic loaded with color slide film, and use a flashcube.

Use flash for all indoor photos. Also use flash outdoors when photographing in shaded or backlighted areas, so that subject is fully visible.

It is advisable to include a person, or a hand, a foot, a textbook, or any recognizable object to show scale or size of some object which is being photographed and which would not otherwise be easily recognized in terms of size.

Some things which look dramatic to the naked eye, such as a shattered window, do not look the same on film. The broken glass shown against a pale blue sky, for example, does not have the necessary contrast. Look for a better angle, perhaps from the outside looking in, or a side-angle shot looking along a row of windows where some are broken and some are not.

Any scene, object, materials which have been broken, burned, pulled apart, defaced, destroyed, etc., as a result of vandalism, are of interest to the committee, and should be photographed.

Try to get a picture of the overall scene of the incident, then a medium distance shot, then a close-up showing the details. Pictures of clean-up operations are also needed.

Make a brief written report including the following: Date; time; place; circumstances if known, age and number of perpetrators if known (no names) and whether the perpetrator(s) were apprehended or not.

Send your exposed film to George Donovan at the High School or to Jim Driscoll at Central Junior High. The committee will have it processed commercially, and will send you a replacement film.

EPEA/NEARI

SAMPLE

HAWAII STATE TEACHERS ASSOCIATION
2828 Paa Street, Suite 3150
Honolulu, Hawaii 96819

President: Ed Nakano
Project Coordinator: Ray Sodetani

NEA: $15,000
HSTA: $29,430

+ state model
+ violence
+ elementary
+ secondary
+ comprehensive program

The Problem

Violence and vandalism in Hawaii's schools increased in the last five years. Losses due to vandalism and fires totalled more than one million dollars in 1975-76. Students were killed and beaten, and teachers were assaulted by parents as well as students. The multiethnic highly mobile environment aggravated the problem. Hawaii State Teachers Association felt that the state association should take active leadership in developing mechanisms to protect teachers and students.

The Project

The Hawaii State Teachers Association project is an effective, comprehensive state association model.

Unlike the other programs, Hawaii State Teachers Association's Project Committee is composed entirely of teachers with the inclusion of a state staff person as fulltime coordinator.

The program called Hawaii Schools That Achieve: Project Pride illustrates the tremendous impact that can be brought on the schools, the community and the state legislature by a state affiliate.

In addition to conducting extensive workshops for teachers and community representatives on how to reduce violent behavior in schools, target schools were identified and special project activities were designed to meet each school's needs. Endorsements were secured from community groups (PTA, etc.) and civic organizations, (Kiwanis, etc.). Materials were developed for workshops and schools (guidelines for student discipline, etc.). A half-hour television program highlighting Hawaii State Teachers Association's project was aired statewide on three occasions (videotape on file). A radio interview was aired statewide on the project (cassette on file). Local funding support for community-based activity was initiated by the association.

Significant among the project's accomplishments was its impact on collective bargaining (the teachers' contract), and state legislation. Article X of the Hawaii State Teachers Association contract reopener focused on teacher protection. Hawaii State Teachers Association was successful in getting 14 measures relating to school violence passed by the state legislature. Evaluation data indicated that 92.3% teachers surveyed felt the program had positive impact and wished to see it continue.

Current Status

Hawaii State Teachers Association is beginning the 1977-78 school year with a teacher workshop to explore positive discipline techniques. The Association expects to expand its program to local affiliates on neighbor islands and to provide support to local efforts.

Products

+ Questionnaire
+ PTA Endorsement
+ Management of Differences Exercise
+ Guidelines to Student Discipline
+ Statewide Television Program Videotape
+ Radio Program Cassette Tape
+ Evaluation Sheet
+ Hawaii State Teachers Association Contract Reopener, Teacher Protection
+ Report to Superintendent on Alternatives to Suspension

* Program Description
* Discipline in the Schools Handbook
* Legislative Index and Status Sheets

* Samples attached

LITTLE ROCK CLASSROOM TEACHERS ASSOCIATION
4120 West Markham, Suite 202
Little Rock, Arkansas 72205

President: Joseph W. Briscoe III
Project Coordinator: Eleanor Coleman

NEA: $4,306.50
LRCTA: $5,000

+ local model
+ suspensions
+ elementary
+ secondary
+ classroom discipline

The Problem

Violence in the Little Rock high schools, as reflected by the number of suspensions and expulsions, made a dramatic increase from 776 to 1,440 in 1967-68. This increase corresponds with the integration of schools. The peak year was 1973-74 when a total of 2,079 elementary and secondary students were suspended.

The Little Rock Classroom Teachers Assocation felt that the problem was accelerated by teachers taking a "hands off" attitude on disciplining students of the opposite race. Rather than disciplining and counseling students in the classroom, halls, and playgrounds, teachers became reporters of violations for which the usual punishment was suspension or expulsion. These actions alienated teachers from students who needed their counseling the most.

During 1975-1976 Little Rock Classroom Teachers Association endorsed an administrative program thrust to improve discipline; improve the level of students' achievement; and improve communications among teachers, administration and the community. Their efforts resulted in the employment of a director of public relations, who did improve communications between administration and teachers, and enhanced school-community relations. Achievement in reading in the middle schools (5-9) exceeded the national average in the 8th grade. Resource rooms were established in the secondary schools for students who would ordinarily be sent home from 1-3 days.

However, the number of expulsions for 1975-76 exceeded that of 1974-75.

The Project

Little Rock Classroom Teachers Association project was based on the concept that self-discipline must be taught as systematically as reading, writing, and arithmetic. Their project stressed prevention rather than correction. They were concerned with redirecting the child's energies, impulses, and aggressive behavior into constructive channels and with helping children develop pride in doing the right things for the right reasons.

The approach of the project focused on training the teachers in the pilot schools to create a positive learning environment for students. Teachers explored alternative means of working with disruptive students on a one to one basis; identified differences between punishment and discipline, and practiced techniques that provided "win-win" results.

Other elements of the Little Rock Classroom Teachers Association project were the establishment of a Student-Peer Council and a student loan program.

Current Status

As a result of their workshop, Little Rock Classroom Teachers Association will expand their program in 1977-78 to include ten activities:

1. Publish a booklet describing successful methods used by the teachers in handling desruptive problems;
2. Provide suggestions on effective discipline in the association's monthly publication;
3. Establish a file of teachers (who have had repeated success in handling disruption) who are willing to be observed by beginning teachers on request;
4. Encourage beginning teachers to use the observation days provided in the Little Rock Classroom Teachers Association agreement;
5. Encourage administration, school board, and community involvement in Little Rock schools;
6. Keep school board members abreast of the needs, potential problems, and successes in their assigned schools;
7. Encourage open discussion and student involvement in policies that affect them through the Student-Peer Council;
8. Recommend to the teacher training institutions the inclusion of discipline techniques in their courses at both undergraduate and graduate levels.
9. Establish a Little Rock Classroom Teachers Assocation library of materials on effective discipline, productive student behavior;
10. Conduct additional work sessions focusing on the development of positive behavior patterns.

Products

+ Alternatives to the Use of Physical Punishment
* Discipline Techniques

* Sample attached

MARVIN ASSOCIATES Educational Improvements Advisor

February 15, 1978

MEMORANDUM

To: Members of the House Subcommittee on Economic Opportunity

From: Michael D. Marvin

Subject: Invited Testimony for Hearing on Safe Schools

I write this memo with some reluctance. Unlike the majority of testimony that you will receive, I have no conceivable way of benefiting from this testimony. I have not been under contract with any government or private agency that has any interest in this topic for the last six months. I am not a member of any proposal writing team sleuthing for funds. I have no constituencies that I am representing. And I have no need for public recognition for development of a political or university career. As a matter of fact, with the exception of a couple of minor contracts, my attention has been directed at trying to teach myself how to farm.

For three reasons I have elected to respond:

1. There are few individuals who have the breadth of knowledge of the national school crime problems and the government's capability to address it.
2. For the very reason that I stated above for being reluctant, I may speak more freely and more honestly than anyone else.
3. I can still remember all of the individuals across the country that donated their time freely in the initial planning efforts. In particular I remember one student who stood up at the end of an intense and productive day long session and said, "I just hope it doesn't stop here."

RD 2 Schoharie, New York 12157 (518) 295-7526

Three purposes of this hearing were stated. The first was to get reactions to the Safe School Study. I do not intend to respond to the specifics. The study was unnecessary to begin with, hastily conceived and is only the quality that it is because a few dedicated individuals did their best to ignore the environment they were working in at NIE.

I suggest that Congress stop wasting time and money trying to find out how "really bad it is out there" and decide whether to do something about it or not. A noted educator, Wendle Pierce, once told me that a good manager is one that can take a little information, predict what the rest of the data will be and act accordingly. If you wait for all the data it will be too late. There is, and there has been for a number of years sufficient data on which to act:

- Crime is perceived as the number one problem in communities.
- Educational associations such as the teachers, principals, and school security directors have been trying to sensitise the country to the problem for years--why, because their constituencies see and feel the effects of the problems first.
- Parents have listed the problem of discipline as the primary problem in schools for years.

That is sufficient information on which to base a decision; however there is more, much more. If you grow tired of reading reports, just remove your coat and tie and wander into a few schools unannounced and unattended. Talk to a few kids and ask their advice. Talk to the teachers in the teachers' lounge. Be sure that you include a junior high or two on your rounds.

The second purpose of the hearings is to obtain further insights inte the problem. This too is a waste of time. In a complex society there are no simple "whys". There are innumerable reasons for a single action and the reasons change continually over time. The types of problems inhibiting education today in a given location are not the ones that were operating when you commissioned the study. What is needed is a self-improving system that is addressing the stated purpose of the program.

I will focus the remainder of my comments on the third purpose of your hearings: Recommendations for the reduction and prevention of this problem.

Let me start by listing a few things that are not recommended.

1. More studies.
2. A mechanism for giving a lot more money to the educational establishment which is already spending about 80 billion dollars a year. I believe that disruption is greatest where the per pupil cost is the highest.

3. A big clearinghouse a la ERIC.

4. A few more development or demonstration projects.

The following are a few basic principles that any program you might develop should accommodate:

1. Don't allow any group to receive much money - success of a program of this nature is built on sincere commitment.

2. Don't allow funds to be drained off in overheads. The funds must get to the individuals who are actually in the streets doing the work.

3. Provide for wide geographic coverage.

4. Use ideas and programs that are available today.

5. Update rapidly as new problems and new alternatives develop.

6. Only involve volunteers; those pressured into service will kill any fledgling attempt.

7. Establish a feedback system that allows those on the streets to restructure the program even if it means the removal of certain contractors.

8. Allow those working to correct the problem to affix their own label to themselves. Be careful in the selection of the label for the overall effort. School violence is a definite no. Safe school program and improving school discipline are two possibilities worth considering.

9. Have government agencies take the responsibility for managing the program rather than passively administering the funds. But be sure to give them the authority to manage in addition to the responsibility.

10. Don't focus the spending at the district level. They vary in size from a few hundred students to millions. Focus the spending at the school building and the community it serves; thus the variance across the country is considerably less.

I am convinced that the specific program I outline below will work. I have run it over and over in my mind over the past several years as it was developed by teachers, students, administrators, members of faculties, government workers, parents, and congressional aides. However, I do not propose it as the answer, but as a concrete alternative on which the warring parties can crystalize their thoughts.

The program proposed is essentially the same one recommended to the office of Juvenile Justice by Research for Better Schools two years ago. It is a technical assistance strategy with the following features:

- Small grants to individual schools or community groups to stimulate the adaption of effective practices for use in specific schools.
- The establishment of regional staffs, expert in problem-solving procedures, knowledgeable about effective practices to improve discipline, and able to identify individuals in the region that have special expertise to help schools.
- The development of central program direction which, at minimum, supports the identification of effective practices and insures the quality of the technical assistance offered to school personnel and the evaluation of the effectiveness and efficiency of the entire program.

The following chart outlines the functions that must be executed and suggests a three-tiered organization for achieving them. The National Program Agency must be a federal agency. All but the initiation and management responsibilities may be contracted (but not to the same contractor). The Regional Centers can be any firm or agency that can demonstrate the ability to deliver the specified competencies. These centers might be located at police departments, state departments, universities, educational associations, large school districts, etc. Territories could overlap. This would provide for healthy competition and the need will always outweigh the availability. The third level represents teams of individuals at the school building level (teachers, police, social workers, parents, students, etc.) dedicated to the improvement of their community. In the final analysis these are the individuals we are all counting on to improve the situation.

Pages 6 and 7 present estimated costs for a 10 regional center system. This is not a recommendation that there be ten centers, but rather is presented to allow one to get a feel for the approximate costs of this type of approach. It would be necessary to determine how many of the approximately 100 thousand schools in the country you wanted to reach over what period of time in order to develop an estimated budget. The chart below illustrates that the majority of the funds go directly to the teams - not the central offices. Approximately a third of the money is for support to those teams and other schools not receiving team funds. Less than 15% is ripped off by research and management.

FUNCTIONS AND ACTIVITIES OF PROPOSED PROGRAM COMPONENTS

Function/Activities	National Program Agency	Regional Center	Local Action Team
1. Program Initiation and Program Management	1.1 Develop program policies and procedures 1.2 Disseminate program information 1.3 Review Regional Center proposals and fund selected proposal 1.4 Review Local Action Team proposal and fund 1.5 Manage the work of the National Program Agency 1.6 Coordinate work of Regional Centers to insure they benefit from each others efforts	(Interested agencies apply to be funded as Regional Centers) 1.4 Help school districts prepare LAT proposals 1.5 Manage work of Regional Center 1.6 Coordinate work of various LATs to insure they benefit from each others efforts	(School Districts prepare proposals for LAT) 1.5 Manage work of LAT
2. Identification and Dissemination of Effective Practices to Reduce School Violence	2.1 Identify and evaluate effective practices 2.2 Design and maintain an information system on effective practices 2.3 Actively disseminate information through Regional Centers, educational associations, and mass media	2.1 Provide NPA information regarding effective practices in region 2.2 Use national information system to help schools 2.3 Disseminate information to local schools	2.2 Use national information system in process of preparing plans 2.3 Disseminate information across the school district
3. Training for Regional Center Staffs and Local Action Teams	3.1 Design and provide training for new Regional Center staff 3.2 Provide training--problem solving sessions to help maintain quality of Regional Center services 3.3 Develop resource materials for Regional Centers to use with LATs	3.1 Participate in training; design training for LATs 3.2 Help plan problem solving sessions based on Regional Centers' needs 3.3 Adapt materials for use with specific LATs 3.4 Provide training and problem solving setting for LATs	3.4 Participate in training: define nature of problem; develop an action plan
4. Implementation of LAT Plans			4.1 Involve school staff, students, parents, community leaders, law enforcement agencies 4.2 Implement plan of action
5. Technical Assistance for Regional Centers and Local Action Teams	5.1 Identify and maintain a file of persons who have experience with problem and could provide technical assistance to Regional Centers and LATs 5.2 Help Regional Centers solve problems they encounter	5.1 Use persons identified in support of LAT planning and implementation efforts 5.2 Provide technical assistance to schools as needed	5.2 Use technical assistance, as necessary, from Regional Centers to help solve problems encountered in implementation
6. Evaluation of the Recommended Program	6.1 Evaluate performance of Regional Centers both for purposes of program improvement and for future funding decisions 6.2 Evaluate performance of Local Action Teams both for purposes of program improvement and for determining effectiveness of the program	6.2 As part of technical assistance, monitor performance of LATs in order to identify where and when they need assistance	6.2 Document activities and their effects

TEN CENTER PROGRAM

ANNUAL BUDGET CONSIDERATIONS

Functions	National Program Agency	Regional Center
Program Initiation and Management	6 full-time professionals to manage the program including review and funding of Regional Centers and LAT's. $270,000	2 full-time professionals to manage the Regional Center and coordinate the work of the LAT's per Regional Center. $ 80,000
Identification and Dissemination of Effective Practices.	Review of existing practices and preparation of descriptions of effective practices. $200,000 Production of information $125,000	Dissemination of National Program Agency prepared material to the Center's proportion of the nation. $ 25,000
Training for Regional Centers and LAT's	2 full-time professionals to manage the training and technical assistance activities of the National Program Agency. $ 90,000	4 full-time professionals to assist in the training and technical assistance of LAT's per Regional Center. $160,000
Implementation of LAT Plans	Preparation of training materials. $ 40,000	Provide additional training and technical assistance support for each LAT. 1st year: 20 new LAT's x $5,000 = $100,000 each subsequent year: 50 new LAT's x $5,000 = $250,000 Per Regional Center.
Technical Assistance for Regional Centers and LAT's	Provision of training and technical assistance to Regional Centers. $350,000	
Evaluation of Recommended Plan	1 full-time professional to manage the evaluation activities of the National Program Agency. $ 45,000 Conduct evaluations of the Regional Centers and LAT network. $250,000	Note: Assistance regarding evaluation is included in the technical assistance function above.

ESTIMATED BUDGET FOR TEN CENTER PROGRAM

(In Thousands of Dollars)

	Year 1	2	3	4	5	Total	
National Program Agency							
Program Initiation and Management	270	270	270	270	270	1,350	
Identification and Dissemination	325	325	325	325	325	1,625	
Training and Technical Assistance	480	480	480	480	480	2,400	
Evaluation of Overall Program	295	295	295	295	295	1,475	
	1,370	1,370	1,370	1,370	1,370	6,850	
Regional Centers							
Management	800	800	800	800	800	4,000	
Dissemination	250	250	250	250	250	1,250	
Training and Technical Assistance	2,600	4,100	4,100	4,100	4,100	19,000	
	3,650	5,150	5,150	5,150	5,150	24,250	
Local Action Teams							
Total Costs for All Teams	3,000	7,500	7,500	7,500	7,500	33,000	
Annual Totals	8,020	14,020	14,020	14,020	14,020	64,100	Grand Total

Note: Overhead, salary increases, and inflationary factors have not been included in any of the foregoing estimates.

CRITERIA FOR REVIEWING ALTERNATIVE PROGRAMS
Part I

	Ten-Center Program				
	1	2	3	4	5
Percent of Funds Budgeted					
Direct to Schools. . . .	37	53	53	53	53
Service to Schools . . .	46	37	37	37	37
Research	4	2	2	2	2
Management	13	8	8	8	8
	100%	100%	100%	100%	100%
Cumulative Number of LAT's Served . . .	200	700	1200	1700	2200

Average Cost per LAT-Year for Program (5 years). $16,000

You are fortunate to have a pilot effort on which to base a national program. I say fortunate because without the efforts of a few not so high ranking government workers who stuck their necks out again and again through the reorganisation of Congress, a Presidential election, multiple administrative changes at every level in LEAA and OE, not to mention several untimely deaths, there would be no pilot program. Though the pilot is not sufficient, it does provide a foundation on which to base a national effort. I am assuming that you have asked them to respond and will discuss their program no further.

I know that one issue that will be raised if the Congress does recommend a national effort is what federal agency will control it. Though one agency should and must be given overall responsibility, my preference would be a cooperative venture among the Office of Education, The Office of Juvenile Justice, and the Department of Labor. (Who knows, we may yet find some productive ways to use those CETA funds.)

What is more important than which agency gets the program is that the individuals given the responsibility for delivering the program have a hand in designing it, the authority to manage it without political interference, and are committed to the objectives of the program.

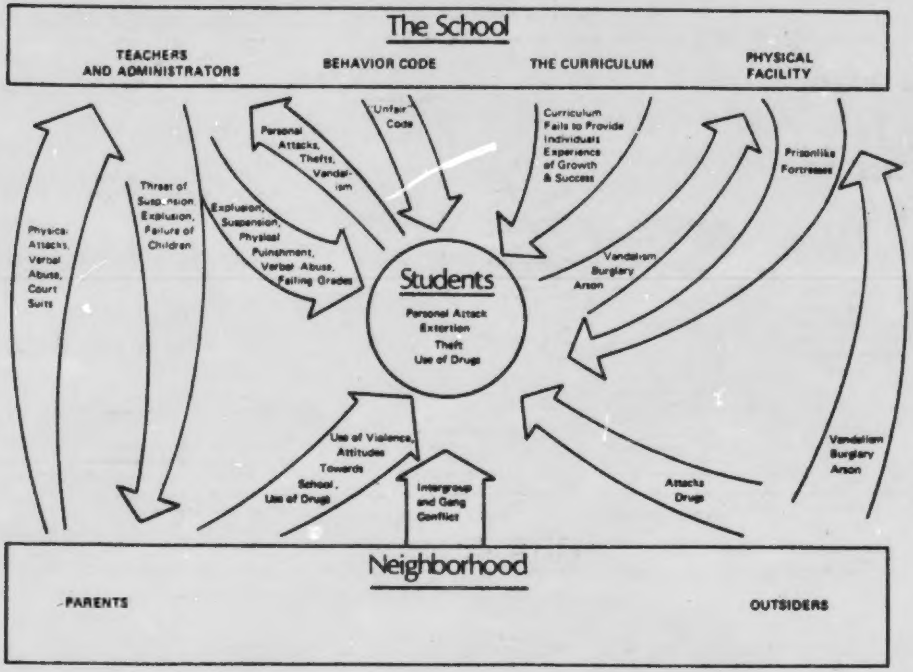
The following criteria are suggested for considering any alternatives:

1. To what extent is the Program of sufficient size and scope to have an effect on the problem.
2. To what extent is the Program capable of responding to requests for information and technical assistance from schools across the country.
3. To what extent is the Program perceived to be a significant federal response.

I have attached a handout distributed to Georgia legislators which I hope will serve as a brief summary of the Research for Better Schools study we completed for the Office of Juvenile Justice and Delinquency Prevention in January of 1976. A sample of program descriptions never before released to the public are also attached as an illustration that people are out there attempting to solve problems and that some alternatives are available to those willing to attempt solutions.

Let me end by saying that I can respect a decision not to appropriate money for the improvement of the school environment in the event that the funds are needed for more pressing problems of our nation. That is the job that we hire you to do. What I could not accept is the funding of demonstrations, development projects and clearinghouses to address this problem. These are means by which a few spend a lot for a little. To know that you had made that type of decision would mean that my time would have been better spent cleaning out my barn.

Prepared by: Research for Better Schools, Inc., Suite 1700, 1700 Market Street
Philadelphia, Pa. 19103 (215) 561-4100


The School
TEACHERS AND ADMINISTRATORS
BEHAVIOR CODE
THE CURRICULUM
PHYSICAL FACILITY
Physical Attacks, Verbal Abuse, Court Suits
Threat of Suspension, Explusion, Failure of Children
Personal Attacks, Thefts, Vandalism
Explusion, Suspension, Physical Puinshment, Verbal Abuse, Failing Grades
"Unfair" Code
Curriculum Fails to Provide Individuals Experience of Growth & Success
Vandalism Burglary Arson
Prisonlike Fortresses
Students
Personal Attack
Extortion
Theft
Use of Drugs
Use of Violence, Attitudes Towards School, Use of Drugs
Intergroup and Gang Conflict
Attacks Drugs
Vandalism Burglary Arson
Neighborhood
PARENTS
OUTSIDERS

"DISRUPTION IN THE SCHOOLS," PRESENTED AT CONFERENCE ON EDUCATION FOR GEORGIA LEGISLATURES BY MICHAEL D. MARTIN, PROJECT DIRECTOR OF SCHOOL VIOLENCE PROGRAM, SEPTEMBER 1976

Prepared by: Research for Better Schools, Inc., Suite 1700, 1700 Market Street
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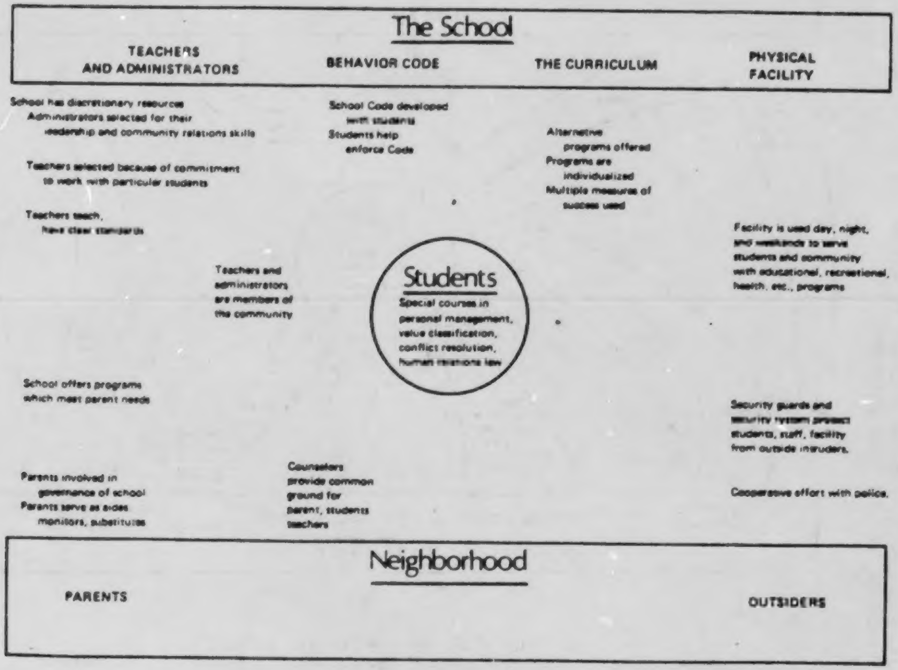
The School
TEACHERS AND ADMINISTRATORS
BEHAVIOR CODE
THE CURRICULUM
PHYSICAL FACILITY
School has discretionary resources
Administrators selected for their leadership and community relations skills
Teachers selected because of commitment to work with particular students
Teachers teach, have clear standards
School Code developed with students
Students help enforce Code
Alternative programs offered
Programs are individualized
Multiple measures of success used
Facility is used day, night, and weekends to serve students and community with educational, recreational, health, etc., programs
Teachers and administrators are members of the community
Students
Special courses in personal management, value classification, conflict resolution, human relations law
School offers programs which meet parent needs
Security guards and security system protect students, staff, facility from outside intruders.
Parents involved in governance of school
Parents serve as aides monitors, substitutes
Counselors provide common ground for parent, students teachers
Cooperative effort with police.
Neighborhood
PARENTS
OUTSIDERS

FOUR TYPES OF PROGRAMS* TO COMBAT SCHOOL VIOLENCE

- Security Systems. One group of programs was focused on the development of security systems to protect staff and students from outsiders, to protect staff and students from violence within the school, and to protect the physical facilities from vandalism, burglary, and arson. These systems tend to encompass a broad range of approaches, as illustrated by the following examples:

    1. A safety corridor provides access to school on one protected street for all students.
    2. Teams of students (one black and one white) with leadership qualities patrol the halls during their free time.
    3. After school hours, trained college students in a security center monitor signals from various crime-detection devices located in 25 schools.
    4. Police assigned to patrol schools are given office space where they can counsel students referred to them.
    5. At night, a K-9 unit is used to reduce burglaries and vandalism.
    6. After a murder, a security plan was implemented featuring I.D. cards, teachers on hall duty, bright lighting, a fence, police, and an electronic monitoring system for weapons search. Free periods and smoking areas were eliminated.
    7. An intrusion alarm system was installed to reduce vandalism and burglary after school hours.
    8. A personal alarm system is used to protect school staff and students.

- Counseling Services. Another group of programs were used to intensify services to students in trouble. These programs frequently coordinate school counseling services with those provided by other community agencies to youths and their families, as illustrated by the following examples:

    1. Weekly group counseling with gang members is followed up by individual counseling.

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*Abstracted from: Michael Marvin, John Connolly, Richard McCann, Sanford Temkin, and Ptricia Henning, Planning Assistance Programs to Reduce School Violence and Disruption (Philadelphia: Research for Better Schools, Inc., 1976).

2. A counseling center tries to return children to school instead of having them stand trial for minor offenses by coordinating help from various agencies for students.

3. Disruptive students are sent from class to a trained counselor for a cooling-off period and to clarify their problems.

4. Street workers seek out students with problems and counsel them wherever they are found.

5. For a ten-week period, fifteen children discuss their lives, drugs, parents, and peers with a trained counselor.

- Curricular/Instructional Programs. Another group of programs were used to help students in trouble acquire critical skills in specialized curricular or instructional programs (e.g., basic reading and mathematics skills, personal management skills, conflict resolution skills). Some schools also developed general courses on law and law enforcement to make sure that students understand the potential consequences of violent or disruptive behavior. Here are five examples:

1. A training program helps teachers encourage students to accept responsibility for their personal actions.

2. Students are trained in security careers and given on-the-job experience within the school district.

3. Mini-courses, featuring a wide variety of topics selected by students are used instead of study halls in order to increase student interest and reduce disruption.

4. High school students are taught topics in criminal law and take field trips to meet people working in the criminal justice system.

5. An internship program at a university trains teachers who specialize in teaching basic skills while using crisis intervention techniques to help students keep out of trouble.

- Organizational Modifications. Finally, another group of programs are designed to modify the structure of education in a classroom or school to make it more responsive, or at minimum to provide special educational programs for disruptive students. Examples of this type of program are illustrated below.

1. To reduce racial tension, a school was divided into five independent communities.

2. A non-graded alternative school was developed which stressed basic skills, career education, and parental involvement.

3. Students in trouble may sign contracts to have their privileges returned if they fulfill the terms of the contract over a period of time.

4. After three years of disturbances, a school instituted a review board to give students an opportunity to appeal disciplinary actions.

SUMMARY OF RECOMMENDED PROGRAM FOR REDUCTION OF SCHOOL VIOLENCE AND DISRUPTION*

Five major findings of the study:

1. The problem of violence varies in both nature and magnitude from school to school and from time to time.
2. Due to the uniqueness of the nature of the problem in specific schools, proposed solutions must be adapted to each school.
3. An array of practices and programs have been identified which appear to be reducing the level of violence in specific schools.
4. Few educators believe that they have the knowledge and skills required to cope with the problem of school violence.
5. When asked what kind of assistance they need, most educators request some type of technical assistance and funds to support their plans to adapt and implement effective practices. Some educators also request funds to cover the operating costs of new practices. Few request research and development.

Federal experience suggests:

1. Small grants can stimulate school and community action.
2. Knowledgeable and skilled people can be identified and supported to offer technical services.
3. Small amounts of money with appropriate types of technical assistance can help school personnel to use new practices.
4. Appropriate leadership can stimulate local efforts.
5. Insufficient resources were available for continuing evaluation and quality control.

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*Based on report: Michael Marvin, John Connolly, Richard McCann, Sanford Temkin, and Patricia Henning, Planning Assistance Programs to Reduce School Violence and Disruption (Philadelphia: Research for Better Schools, Inc., 1976).

With these features in mind, we would recommend that the proposed program to reduce school violence use a technical assistance strategy with, at minimum, the following features:

- Small grants to individual schools, school districts, or community agencies to stimulate the adaption of effective practices for use in specific schools.
- The establishment of regional staffs, expert in problem-solving procedures and knowledgeable about effective practices to reduce school violence, who will offer technical assistance to schools in difficulty.
- The development of central program direction which, at minimum, supports the identification of effective practices and insures the quality of the technical assistance offered to school personnel and the evaluation of the effectiveness and efficiency of the entire program.

"ALTERNATIVE APPROACHES TO REDUCING SCHOOL VIOLENCE," A SAMPLING, PREPARED BY MICHAEL D. MARVIN, DIRECTOR OF SCHOOL VIOLENCE PROJECT, APRIL 1976

ALTERNATIVE PLANS FOR REDUCING VIOLENCE IN SCHOOLS
Prepared by
Research for Better Schools, Inc.

Identification Number A021

Safety Corridors to Enable Junior High School Students to Go to and from School Safely (Large Northeastern Urban District)

I. SPECIFICATIONS

TYPE OF PROJECT:

x Security System
___ Counseling Service
___ Curricular/Instructional Program
___ Organizational Modification
___ Other:

LEVEL OF ACTIVITY:

___ Classroom
___ Building
x District

GRADE(S) INVOLVED:

___ K
___ 1
___ 2
___ 3
___ 4
___ 5
___ 6
x 7
x 8
x 9
___ 10
___ 11
___ 12
___ Other:

SIZE OF SCHOOL DISTRICT:

___ 1-1,000
___ 1,000-10,000
___ 10,000-25,000
___ 25,000-100,000
x 100,000+

NUMBER OF STUDENTS INVOLVED:

___ Less than 40
___ 40-100
x 100-500
___ 500-1,000
___ 1,000-5,000
___ More than 5,000

STAGE OF DEVELOPMENT:

___ Idea/Planning
x In Operation
___ less than 1 year
5 year(s)
___ Discontinued after ___ year(s)

TYPE OF COMMUNITY:

100 % Urban
___ % Suburban
___ % Rural
___ % High SES
30 % Middle SES
70 % Low SES

TARGET AUDIENCE:

x Total student body
___ Disruptive students
___ % High SES
30 % Middle SES
70 % Low SES

START-UP TIME REQUIRED (assume funds available and approved):

___ Less than 1 month
___ Less than 3 months
x Less than 6 months
___ Less than 1 year
___ More than 1 year

WHAT IS REQUIRED IN TERMS OF

STAFF (numbers):

___ Counselors
___ Teachers
1 Administrators
___ Community Workers
4 Aides
___ Other:

FACILITIES/INGREDIENTS beyond the traditional resources:

Cooperation of police: patrol cars, mounted police.

ALTERNATIVE PLANS FOR REDUCING VIOLENCE IN SCHOOLS
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Identification
Number
A021

II. RATIONALE - METHODOLOGY - EFFECTIVENESS

A. Purpose and background

The population of this junior high school comes from areas of a large eastern city where two gangs predominate: the 13th street gang and the 5th street gang. (The school itself is located on the turf of the 13th street gang.) On their way to and from school, the children who live in the area claimed by the 5th street gang (whether gang members or not) for the past ten years have been exposed to assault by members of the 13th street gang.

When a new principal was assigned to this school (1970), he decided to try to eliminate these attacks on the children who lived beyond the 13th street gang's area.

The idea of a safety corridor was designed to limit all student traffic to and from the school to one protected street. By providing adequate police and school staff protection along this safety corridor, there was no opportunity for gang members to attack children who lived beyond the 13th street turf.

B. Strategy employed

One two-way street was selected which was wide enough to allow easy access for police patrols. The students who lived beyond the 13th street turf were told in assembly that they must use the safety corridor for all traffic to and from the school. Letters were sent to parents explaining why this safety corridor was needed and how it worked. The district police coordinated patrols on this street with the times children would be coming to and leaving the schools. Non-teaching assistants and a school administrator (the principal or vice-principal) also stationed themselves along the safety corridor.

The principal refrained from giving the gangs the kind of formal recognition that some principals do. He does not sign peace treaties with them, not does he recognize them by name in the school. He treats all offenders as individuals. This special effort to protect children from gang violence depends on the joint effort of staff and police as well as parent and child cooperation in using the safety corridor. No attempt is made to bargain with the gangs.

C. Description of daily activities

If a fight begins, a school staff member, on the same block, intervenes. Police patrols are always on hand (within a block or two) at the times when children are going to or from school. Any students or area residents who attack anyone or start a fight are immediately apprehended by the police.

ALTERNATIVE PLANS FOR REDUCING VIOLENCE IN SCHOOLS
Prepared by
Research for Better Schools, Inc.

Identification Number	A021

II. RATIONALE · METHODOLOGY · EFFECTIVENESS (continued)

D. Evidence of usefulness

Gang-related acts of violence no longer occur among the children in their traffic to and from school.

E. Critical factors:

1. What were most important factors in getting project started?

   Undetermined.

2. What are most important factors contributing to success?

   The most important thing was getting the children to cooperate by limiting their traffic to and from school to the safety corridor. The cooperation of the police was also a critical factor but was not as difficult to achieve as student cooperation.

3. What obstacles, problems, pitfalls did you encounter?

   The only problem has involved children who object to limiting their school traffic to the safety corridor. Some children consider this limitation a violation of their civil rights. Such problems have been resolved informally, however, by discussion with individual students and with their parents.

F. How funded?

No funding has been made available for this program.

G. If you had more resources, what would you do to more effectively deal with violence in and around your school?

Staff members would be equipped with communication devices (walkie-talkies) so that they could more quickly contact each other if an incident erupted on a particular block.

H. What do you think generally is the most important thing to be done in our schools in curbing violence among students?

The gang problem is the biggest concern that this principal has encountered. It has a short-term and long-term aspect. His efforts have been devoted to the short-term curbing of gang violence. Of course, the long-term causes of the problem must be dealt with; the psycho-social causes (which he believes are related to poor communication skills) must be dealt with by educational programs. The schools cannot do everything, but they can assist individuals to improve their ability to express themselves in creative and effective ways. Individuals who lack communication skills tend to resort to violence and become the most active gang members.

ALTERNATIVE PLANS FOR REDUCING VIOLENCE IN SCHOOLS
Prepared by
Research for Better Schools, Inc.

Identification Number
A036

Intrusion Detection System Using Several Types of Electronic Devices
(Southern Urban District)

I. SPECIFICATIONS

TYPE OF PROJECT:

x Security System
___ Counseling Service
___ Curricular/Instructional Program
___ Organizational Modification
___ Other:

LEVEL OF ACTIVITY:

___ Classroom
___ Building
x District

GRADE(S) INVOLVED:

x K
x 1
x 2
x 3
x 4
x 5
x 6
x 7
x 8
x 9
x 10
x 11
x 12
___ Other:

SIZE OF SCHOOL DISTRICT:

___ 1-1,000
___ 1,000-10,000
x 10,000-25,000
___ 25,000-100,000
___ 100,000+

NUMBER OF STUDENTS INVOLVED:
(N/A)

___ Less than 40
___ 40-100
___ 100-500
___ 500-1,000
___ 1,000-5,000
___ More than 5,000

STAGE OF DEVELOPMENT:

___ Idea/Planning
x In Operation
___ less than 1 year
2 year(s)
___ Discontinued after
___ year(s)

TYPE OF COMMUNITY:

100 % Urban
___ % Suburban
___ % Rural

25 % High SES
50 % Middle SES
25 % Low SES

TARGET AUDIENCE:

x Total student body
___ Disruptive students

25 % High SES
50 % Middle SES
25 % Low SES

START-UP TIME REQUIRED (assume funds available and approved):

___ Less than 1 month
x Less than 3 months
___ Less than 6 months
___ Less than 1 year
___ More than 1 year

WHAT IS REQUIRED IN TERMS OF

STAFF (numbers):

___ Counselors
___ Teachers
___ Administrators
___ Community Workers
___ Aides
x Other:
5 College Students to monitor equipment

FACILITIES/INGREDIENTS beyond the traditional resources:

A security center in a centrally-located high school to monitor the equipment.

ALTERNATIVE PLANS FOR REDUCING VIOLENCE IN SCHOOLS
Prepared by
Research for Better Schools, Inc.

Identification
Number
A036

II. RATIONALE · METHODOLOGY · EFFECTIVENESS

A. Purpose and background

Crime-related losses including theft, vandalism, and arson in this southern school district totaled some $175,000 in 1971. At that time, the district hired a security director who planned and established a new security system designed to prevent much of the losses.

B. Strategy employed

The new system uses a number of crime-detection devices, including audio monitoring systems, video, microwave, ultrasonic, and infrared intrusion-detection devices.

A security center in a centrally-located high school, with direct access to the local police, monitors this electronic equipment whenever school is not in session. The monitor, specially trained by the security director with on-the-job experience, watches the signals from the 25 schools in the district. The five monitors, usually college students, work part-time; only one works at any given time. The school security director supervises their work.

Public-address systems in each school have been adapted for use as an audio monitoring system. A special unit, installed in each school's public-address console, measures the sounds in rooms which contain valuable supplies and are near entry doors and windows. Unusual sounds trigger an alarm in the security center where the monitor identifies the noise and notifies the police if necessary. Each school in the district has approximately 32 two-way speakers working as sensors.

Special microwave, ultrasonic, and infrared intrusion devices have been placed in rooms containing valuable supplies like audio-visual equipment or band instruments. The microwave device sends out signals into the room. If movement occurs in the room, the device sets off an alarm at the security center.

The infrared device sends a beam across the room. If the beam is broken, a buzzer sounds. The ultrasonic device works in a similar fashion. Each device has a distinctive sound so that the security-center monitor may easily locate an intruder and contact the police if necessary. If telephone service fails, the monitor can contact the police through a VHF radio.

The video system consists primarily of closed-circuit television cameras set up in the main high school, which houses many expensive educational tools. The system's cameras work constantly when school is not in session.

The district also has replaced its standard outside lights with high-intensity sodium-vapor and mercury lights. Rooms closest to the outside are constantly illuminated.

II. RATIONALE · METHODOLOGY · EFFECTIVENESS (continued)

Because it was found that too many people had access to exterior keys, locks have been replaced with new keys available only to principals, assistant principals, department heads, and custodial people. New deadbolt locks are now located on the doors of high-value rooms.

About 50% of the lower-level windows of the schools are now made of unbreakable glass. All broken windows are now replaced by the unbreakable glass.

Prior to the installation of any equipment, the security director surveyed the security equipment of over 300 companies. Many of these companies permitted him to test their equipment without charge. Decisions on reliability of equipment were based upon test reports lasting at least six months. Most of the equipment installed had already been proven reliable in other institutions. However, the devices were still tested in operation for a minimum of six months to see whether or not they were appropriate for the school system.

C. Description of daily activities

College students monitor the security system when school is not in session. On occasion the school security director, along with the police, break into the schools to test the monitors' reactions.

D. Evidence of usefulness

Both burglaries and vandalism have dropped significantly. The value of stolen goods has been reduced to less than half the 1972 amount. The police make considerably fewer trips to these schools. Also, the police have caught a number of people breaking into the schools.

E. Critical factors:

1. What were most important factors in getting project started?

   The amount of money that the school district was losing because of burglaries and vandalism.

2. What are most important factors contributing to success?

   Many security companies permitted the school district to test their equipment without charge.

   The security director had previous experience as director of security with an airport. Some of the procedures he instituted at the airport were useful to the school district since both institutions are open to the public.

II. RATIONALE · METHODOLOGY · EFFECTIVENESS (continued)

3. What obstacles, problems, pitfalls did you encounter?

At first, some students sabotaged different devices in the system which were in clear view. Since then the devices have been relocated and there has been no additional sabotage.

The principals had to explain to the students that this new system was not monitoring them during school hours. Currently, this fact is announced each semester.

Originally the police department monitored the security system; however, they were too busy to do this efficiently.

F. How funded?

The program has been funded through L.E.A.A. and local school district funds.

G. If you had more resources, what would you do to more effectively deal with violence in and around your school?

Update security equipment. Add more personnel to find any access area at the school buildings that has been left open after the school day (e.g., an open window).

H. What do you think generally is the most important thing to be done in our schools in curbing violence among students?

Set up a national program to train superintendents, principals, and teachers in how to prevent violence, particularly by using security equipment. Do not underestimate the problem.

ALTERNATIVE PLANS FOR REDUCING VIOLENCE IN SCHOOLS
Prepared by
Research for Better Schools, Inc.

Identification Number A039

Disciplinary Review Board for Disruptive High School Students
(Small Southern Urban School)

I. SPECIFICATIONS

TYPE OF PROJECT:

___ Security System
___ Counseling Service
___ Curricular/Instructional Program
_x_ Organizational Modification
___ Other:

LEVEL OF ACTIVITY:

___ Classroom
_x_ Building
___ District

GRADE(S) INVOLVED:

___ K
___ 1
___ 2
___ 3
___ 4
___ 5
___ 6
___ 7
___ 8
_x_ 9
_x_ 10
_x_ 11
_x_ 12
___ Other:

SIZE OF SCHOOL DISTRICT:

___ 1-1,000
_x_ 1,000-10,000
___ 10,000-25,000
___ 25,000-100,000
___ 100,000+

NUMBER OF STUDENTS INVOLVED:
(undetermined)

___ Less than 40
___ 40-100
___ 100-500
___ 500-1,000
___ 1,000-5,000
___ More than 5,000

STAGE OF DEVELOPMENT:

___ Idea/Planning
_x_ In Operation
 ___ less than 1 year
 _3_ year(s)
___ Discontinued after
 ___ year(s)

TYPE OF COMMUNITY:

_60_ % Urban
_25_ % Suburban
_15_ % Rural

_25_ % High SES
_45_ % Middle SES
_30_ % Low SES

TARGET AUDIENCE:

___ Total student body
_x_ Disruptive students

_25_ % High SES
_45_ % Middle SES
_30_ % Low SES

START-UP TIME REQUIRED (assume funds available and approved):

___ Less than 1 month
_x_ Less than 3 months
___ Less than 6 months
___ Less than 1 year
___ More than 1 year

WHAT IS REQUIRED IN TERMS OF

STAFF (numbers):

___ Counselors
_1_ Teachers
___ Administrators
___ Community Workers
___ Aides
___ Other:

FACILITIES/INGREDIENTS beyond the traditional resources:

Auditorium for meetings.

ALTERNATIVE PLANS FOR REDUCING VIOLENCE IN SCHOOLS
Prepared by
Research for Better Schools, Inc.

Identification Number A039

II. RATIONALE · METHODOLOGY · EFFECTIVENESS

A. Purpose and background

After three years of racial disturbance in a southern town's high school, the school instituted a disciplinary review board to provide an appeals forum for students who felt they had been unfairly disciplined.

B. Strategy employed

The board hears the appeal of any students who believe that they have been unfairly suspended. The board is composed of three students, three parents, and three teachers, all chosen at random. The dean of students selects names randomly from lists of students, parents, and teachers, analagous to the selection of names for a regular jury. There is a different review board for each appealing student.

The board holds the power to uphold or overturn any student's punishment and needs only a simple majority to reach a decision. The hearing resembles a courtroom trial: witnesses are called to provide testimony and may be cross-examined. Students who are appealing may select any teacher to act as their defense attorney or may engage a regular attorney if they can afford one. Administrators have taken a number of steps to ensure that the hearing follows legal procedures:

(1) appealing students may not be forced to testify against themselves;

(2) letters announcing the place and time of the hearing are delivered directly to parents and involved students--parents must sign for these letters;

(3) a volunteer member of the local bar association attends each hearing to ensure that all parties follow the necessary legal guidelines;

(4) each hearing is taped in case the student wishes to appeal the appeals-board decision to the county school board.

C. Description of daily activities

When a student decides to appeal a suspension, the dean of students selects at random three people from each list of parents, teachers, and students. The dean then makes certain that each selected person will be available for the hearing, usually held immediately after school ends, in the school auditorium. If someone is not available, the next name on the list is selected. No students or faculty have refused to serve, though a number of parents have refused. No one is excluded from the list, even if the individual has some knowledge of the incident. Sessions rarely last for more than ninety minutes. Each year the faculty chooses a different voluntary faculty advisor to work with the board. This

II. RATIONALE · METHODOLOGY · EFFECTIVENESS (continued)

advisor is briefed on legal procedures and responsibilities by the school deans, school principals, school-board attorney, and a volunteer bar-association member. The advisor, in turn, briefs review-board members on legal procedures and responsibilities for approximately thirty minutes before the start of each hearing.

D. Evidence of usefulness

Mass disturbances at the school have been eliminated. Individual discipline problems have leveled off.

E. Critical factors:

1. What were most important factors in getting project started?

Student respect for traditional school authority was decreasing. Many disciplined students felt that they had received unfair treatment but could complain to no one.

2. What are most important factors contributing to success?

Students now realize that they can use review board.

3. What obstacles, problems, pitfalls did you encounter?

The preparation involved with setting up a review board is time-consuming; the dean of students needs a number of days to select the members of the board, to notify the participants in the case, and to select a day for the hearing.

Parents frequently will not serve on the review board.

F. How funded?

No extra funding necessary.

G. If you had more resources, what would you do to more effectively deal with violence in and around your school?

Hire more security people. Also, identify students who are incorrigible and place them in separate schools.

H. What do you think generally is the most important thing to be done in our schools in curbing violence among students?

Give incorrigible students extra help while in the lower grades before isolation is the only solution to their problem.

ALTERNATIVE PLANS FOR REDUCING VIOLENCE IN SCHOOLS
Prepared by
Research for Better Schools, Inc.

Identification Number
A049

School-Community Committee to Develop Rules and Regulations for Student Conduct (Small Western Rural District)

I. SPECIFICATIONS

TYPE OF PROJECT:

___ Security System
___ Counseling Service
___ Curricular/Instructional Program
_x_ Organizational Modification
___ Other:

LEVEL OF ACTIVITY:

___ Classroom
___ Building
_x_ District

GRADE(S) INVOLVED:

_x_ K
_x_ 1
_x_ 2
_x_ 3
_x_ 4
_x_ 5
_x_ 6
_x_ 7
_x_ 8
_x_ 9
_x_ 10
_x_ 11
_x_ 12
___ Other:

SIZE OF SCHOOL DISTRICT:

___ 1-1,000
_x_ 1,000-10,000
___ 10,000-25,000
___ 25,000-100,000
___ 100,000+

NUMBER OF STUDENTS INVOLVED:
(undetermined)

___ Less than 40
___ 40-100
___ 100-500
___ 500-1,000
___ 1,000-5,000
___ More than 5,000

STAGE OF DEVELOPMENT:

___ Idea/Planning
___ In Operation
 ___ less than 1 year
 ___ year(s)
_x*_ Discontinued after
 ___ year(s)
* program designed to operate for 4 months

TYPE OF COMMUNITY:

___ % Urban
___ % Suburban
100 % Rural

___ % High SES
100 % Middle SES
___ % Low SES

TARGET AUDIENCE:

_x_ Total student body
___ Disruptive students

___ % High SES
100 % Middle SES
___ % Low SES

START-UP TIME REQUIRED (assume funds available and approved):

___ Less than 1 month
___ Less than 3 months
_x_ Less than 6 months
___ Less than 1 year
___ More than 1 year

WHAT IS REQUIRED IN TERMS OF

STAFF (numbers):
(N/A)
___ Counselors
___ Teachers
___ Administrators
___ Community Workers
___ Aides
___ Other:

FACILITIES/INGREDIENTS beyond the traditional resources:

ALTERNATIVE PLANS FOR REDUCING VIOLENCE IN SCHOOLS
Prepared by
Research for Better Schools, Inc.

Identification
Number
A049

II. RATIONALE · METHODOLOGY · EFFECTIVENESS

A. Purpose and background

A rural western school district created a committee to arrive at a community consensus on the conduct of students in the school district. The committee attempted to establish realistic rules and regulations that would reflect the general expectations of the community and school district concerning student conduct.

B. Strategy employed

Membership on the committee included representatives from various interest groups: parents, teachers, counselors, social workers, administrators, students, and others as the needs were expressed. Their methods involved review, research, and recommendation. The committee reviewed literature on the civil rights of children and applicable laws, researched aspects of school suspension, reviewed school-level regulations with regard to students, and reviewed school-board policy on any related topics. After they went through this procedure they recommended any changes that were needed.

C. Description of daily activities

A chairman was elected by the committee so that the meeting would be orderly and work efficiently. The committee met every other week except when they felt more meetings were necessary.

D. Evidence of usefulness

The committee listened to the opinions of school personnel, parents, and students in regards to acceptable and unacceptable behavior.

E. Critical factors:

1. What were most important factors in getting project started?

   Continual student complaints in one of the junior high schools in the district, more student disruptions than the community expected, and adverse community reactions to changes in student and societal attitudes.

2. What are most important factors contributing to success?

   Good student input and representation, the inclusion of school-district critics and police representatives on the committee.

ALTERNATIVE PLANS FOR REDUCING VIOLENCE IN SCHOOLS
Prepared by
Research for Better Schools, Inc.

Identification
Number
A049

II. RATIONALE · METHODOLOGY · EFFECTIVENESS (continued)

3. What obstacles, problems, pitfalls did you encounter?

No particular problem occurred during the committee's duration.

Whenever there was conflict on particular issues, the committee members discussed them until they reached a solution that was satisfactory to the majority.

F. How funded?

No special funds were needed. Any costs incurred by the committee were paid out of the district's operating budget.

G. If you had more resources, what would you do to more effectively deal with violence in and around your school?

More resources would allow for an increase in counseling and psychiatric services for the district's schools.

H. What do you think generally is the most important thing to be done in our schools in curbing violence among students?

Create an atmosphere in which students, parents, and school personnel can talk out their problems and reach some useful conclusions together.

ALTERNATIVE PLANS FOR REDUCING VIOLENCE IN SCHOOLS
Prepared by
Research for Better Schools, Inc.

Identification Number A051

Strict Procedures to Encourage Disruptive Elementary and Middle School Students to Raise their Expectations and Improve their Performance and Conduct
(School in Large Northcentral Urban District)

I. SPECIFICATIONS

TYPE OF PROJECT:

___ Security System
___ Counseling Service
___ Curricular/Instructional Program
_x_ Organizational Modification
___ Other:

LEVEL OF ACTIVITY:

___ Classroom
_x_ Building
___ District

GRADE(S) INVOLVED:

_x_ K
_x_ 1
_x_ 2
_x_ 3
_x_ 4
_x_ 5
_x_ 6
_x_ 7
_x_ 8
___ 9
___ 10
___ 11
___ 12
___ Other:

SIZE OF SCHOOL DISTRICT:

___ 1-1,000
___ 1,000-10,000
___ 10,000-25,000
___ 25,000-100,000
_x_ 100,000+

NUMBER OF STUDENTS INVOLVED:

___ Less than 40
___ 40-100
___ 100-500
_x_ 500-1,000
___ 1,000-5,000
___ More than 5,000

STAGE OF DEVELOPMENT:

___ Idea/Planning
_x_ In Operation
___ less than 1 year
_5_ year(s)
___ Discontinued after ___ year(s)

TYPE OF COMMUNITY:

_100_ % Urban
___ % Suburban
___ % Rural
___ % High SES
___ % Middle SES
_100_ % Low SES

TARGET AUDIENCE:

___ Total student body
_x_ Disruptive students
___ % High SES
___ % Middle SES
_100_ % Low SES

START-UP TIME REQUIRED (assume funds available and approved):

___ Less than 1 month
___ Less than 3 months
_x_ Less than 6 months
___ Less than 1 year
___ More than 1 year

WHAT IS REQUIRED IN TERMS OF

STAFF (numbers):

___ Counselors
___ Teachers
___ Administrators
___ Community Workers
___ Aides
___ Other:

FACILITIES/INGREDIENTS beyond the traditional resources:

Forceful administrative leadership, dedicated faculty.

ALTERNATIVE PLANS FOR REDUCING VIOLENCE IN SCHOOLS
Prepared by
Research for Better Schools, Inc.

Identification
Number
A051

II. RATIONALE · METHODOLOGY · EFFECTIVENESS

A. Purpose and background

At an inner-city elementary school in a large midwestern city, students could be found playing baseball in the halls, gambling, throwing furniture out of the windows, and drinking wine. Only two of the students in the school could read. Teacher morale was extremely low. This school had had six principals in a five-year period. The present principal instituted changes to restore order and re-establish a learning process.

B. Strategy employed

The present principal operates under the belief that all children can learn, including black children. The principal, looking for teachers who believe in the dignity and worth of each child and who will act on this commitment, has taken a direct hand in hiring teachers. A special effort is made to recruit young black male teachers--it is important for children, especially boys, to see men functioning successfully at work since many children seldom see their fathers. Students follow strict routines so that they can anticipate what will happen while they are in school. The involvement of mothers in school programs gives mothers a chance to influence their children's education and to be of assistance when necessary. A parents' council is available for chaperoning field trips and providing classrom aid.

C. Description of daily activities

Students at this school follow a regular daily routine of academics. Teachers escort students to and from the lunchroom, recess, library and special study rooms to prevent opportunities for mischievous behavior. Students are now more involved in cultural activities such as attending ballet and symphony performances, and visiting the art institute. Assemblies are held once every month, with the 30-member drum and bugle corps performing.

Students who display disruptive behavior are sent home and cannot return until their parents accompany them. With working parents, the parent is notified on the job of his child's behavior and the need for a conference. The principal feels that the parent's discipline has a much more lasting effect on the child's behavior away from home.

No security measures have been taken to reorganize this school and its activities. Rather, the principal works with the teachers in trying to change their attitudes about the children they are teaching. In doing this, the teachers become more confident with their roles in the school.

Supervision of teachers includes monthly class visits, collection of lesson plans every Friday, and conferences with teachers who have been late three or more times. On occasion, the principal substitutes when a teacher is absent. A weekly newsletter is sent out, told through the viewpoint of a third-grader. The students are able to relate to the news told in this manner.

ALTERNATIVE PLANS FOR REDUCING VIOLENCE IN SCHOOLS
Prepared by
Research for Better Schools, Inc.

Identification
Number
A051

II. RATIONALE · METHODOLOGY · EFFECTIVENESS (continued)

D. Evidence of usefulness

Because of the strong and forceful leadership, this school no longer has broken windows or graffiti. Everybody reads--85% at grade level or above. An example of parent participation was the 100-percent turnout at a parent-teacher conference. This was due in part to the reduced fear of harassment from the gangs in the school area. Apparently, many gang members have younger brothers and sisters attending this school and therefore do not want to spoil it for them.

E. Critical factors:

1. What were most important factors in getting project started?

Most important were students' non-achievement, school vandalism, and poor teacher morale and attendance.

2. What are most important factors contributing to success?

Strong leadership from the principal, parent involvement, and strict routine for students help greatly.

3. What obstacles, problems, pitfalls did you encounter?

Students took a while to become adjusted to their new principal and school rules.

F. How funded?

No special funds were required.

G. If you had more resources, what would you do to more effectively deal with violence in and around your school?

Undetermined.

H. What do you think generally is the most important thing to be done in our schools in curbing violence among students?

Use a positive attitude in working with these students. Treat them as human beings and place expectations on them.

ALTERNATIVE PLANS FOR REDUCING VIOLENCE IN SCHOOLS
Prepared by
Research for Better Schools, Inc.

Identification
Number
A090

Student-Parent-Teacher Counseling Focusing on In-Home Patterns of Behavior to Help Disruptive Elementary and Junior High School Students to Improve their Conduct (Southern Rural District)

I. SPECIFICATIONS

TYPE OF PROJECT:

___ Security System
x Counseling Service
___ Curricular/Instructional Program
___ Organizational Modification
___ Other:

LEVEL OF ACTIVITY:

___ Classroom
___ Building
x District

GRADE(S) INVOLVED:

x K	x 5	___ 10
x 1	x 6	___ 11
x 2	x 7	___ 12
x 3	x 8	___ Other:
x 4	x 9	

SIZE OF SCHOOL DISTRICT:

___ 1-1,000
___ 1,000-10,000
x 10,000-25,000
___ 25,000-100,000
___ 100,000+

NUMBER OF STUDENTS INVOLVED:

___ Less than 40
___ 40-100
___ 100-500
___ 500-1,000
x 1,000-5,000
___ More than 5,000

STAGE OF DEVELOPMENT:

___ Idea/Planning
x In Operation
___ less than 1 year
2 year(s)
___ Discontinued after ___ year(s)

TYPE OF COMMUNITY:

20 % Urban	10 % High SES
___ % Suburban	50 % Middle SES
80 % Rural	40 % Low SES

TARGET AUDIENCE:

___ Total student body	___ % High SES
x Disruptive students	30 % Middle SES
	70 % Low SES

START-UP TIME REQUIRED (assume funds available and approved):

___ Less than 1 month
x Less than 3 months
___ Less than 6 months
___ Less than 1 year
___ More than 1 year

WHAT IS REQUIRED IN TERMS OF

STAFF (numbers):

2 Counselors
___ Teachers
1 Administrators
___ Community Workers
___ Aides
___ Other:

FACILITIES/INGREDIENTS beyond the traditional resources:

ALTERNATIVE PLANS FOR REDUCING VIOLENCE IN SCHOOLS
Prepared by
Research for Better Schools, Inc.

Identification
Number
A090

II. RATIONALE · METHODOLOGY · EFFECTIVENESS

A. Purpose and background

An urban district in the eastern region of the country began a counseling program for parents, students, and teachers based on Adlerian concepts of family communication. Disruptive students were seen as needing behavioral modification, and parents necessarily had to participate, if the modification was to be successful.

B. Strategy employed

Three counselors were assigned to the family-communications project. Two worked in the schools (elementary and junior high) and also made home visits. A third counselor was responsible for liaison work between public and private social agencies in the community and headed a family-education center for the district (see report #A103).

The work of the two school counselors included group counseling for children, teacher training in Adlerian concepts of communication, and parent training.

The teacher training, ten to fifteen hours of in-service, covers the basic Adlerian conception of child motivation: attention-getting behavior, power-oriented behavior, revenge-oriented behavior, and withdrawal behavior. The teacher is aided in seeing these behaviors in the child through role-playing examples. Strategies for helping a child relate in a responsible and balanced manner are shown to the teacher. The teacher also learns how to recognize in himself these four forms of response to situations (attention-, power-, revenge-, and withdrawal-oriented). Case studies of children are discussed with the teacher in order to enable them to understand the total family system of communication which leads to the classroom expression of behavior.

Topics such as the classroom clown or the non-achiever allow teachers to share their existing perceptions on how to deal with children in the class. The counselor points out how existing methods follow Adlerian guidelines and how existing methods may not be helpful because of failure to properly deal with the nature of the child's communication.

Children's group counseling is done in groups of twenty students, meeting once a week for about 45 minutes. Children are helped to identify their life style. The concepts of attention-, power-, revenge-, and withdrawal-oriented behavior are discussed with them. They are helped to see how their way of relating at home is carried over into their school life with teachers and peers. The need for self-recognition and change of behavior is stressed for them. Pro-social behavior is demonstrated through role-playing alternative choices in typical situations children experience in school and at home. The alternative choices are ways of relating that avoid the excesses of the four Adlerian syndromes of child motivation.

ALTERNATIVE PLANS FOR REDUCING VIOLENCE IN SCHOOLS
Prepared by
Research for Better Schools, Inc.

Identification Number A090

II. RATIONALE · METHODOLOGY · EFFECTIVENESS (continued)

Vocational goals are discussed in the groups. These considerations are brought into group discussion more with the junior-high-school student than with the elementary-school students. Positive, purposive behavior blends into the consideration of vocational goal behavior. Students are also taught etiquette and good manners in general as part of these groups. The counselor points out that good manners provide alternatives to manipulation in social situation.

Family counseling is done with parents of students who have marked problems. The group counseling for children in schools is done with those children who have been designated by the assistant principal for discipline as needing counseling and have misbehaved sufficiently to be on a list. Particularly difficult children are earmarked for family follow-up.

Family counseling is done in the evening, on volunteer time by the counselor. It takes two forms: either the family is seen individually for several hours of an evening, or the family members participate in a parent study group which meets one evening every two weeks during the school year. A family can choose to participate both in the individual counseling and the parent study group. Parents are taught the basic principles of Adlerian psychology as it relates to child behavior. The counselor seeks to demonstrate to them their own behavior with the child, and how that behavior helps or hinders the child's responses to society (in the school). Strategies for helping the child to modify behavior are shown to the parent.

The counselor reports that work with parents of junior-high-school children is often more difficult than that with parents of younger children. Often the child has not spoken with parents for several months. Family counseling in the normal sense, with the child participating, is impossible. Such families are often referred to public or private agencies for long-term counseling.

Individual parent meetings in the home usually include the child. The counselor introduces the ideas of family-communication patterns and then points out the behavior patterns the child has exhibited in school. The counselor seeks to establish what family patterns exist in the home through questioning and by asking the family to role play typical situations that occur. Advice is then given by the counselor on behaviors the parent can apply to help the child change at home and in school.

C. Description of daily activities

The activities of group counseling with students include role playing typical situations, with the counselor pointing out anti-social and pro-social behaviors. The counselor will model positive behaviors in certain situations with the children, using etiquette training to help students with simple behaviors in public places and to further cooperation in other areas.

II. RATIONALE · METHODOLOGY · EFFECTIVENESS (continued)

Teachers are helped to recognize how their own classroom leadership helps or hinders pro-social behavior in students. Role playing by teachers with the help of the counselor helps them to see how their classroom leadership is effective or ineffective. The teachers as a group help each other appreciate what they are already doing right in the classroom, and the counselor shows them the Adlerian theory behind already-existing successful classroom practices. Teachers are made more sensitive in these groups to their own behavior patterns, and thus they can be more effective in dealing with children in a positive manner.

D. Evidence of usefulness

Evaluation of the district counseling project shows that in one year the following changes occurred.

1) 57.2% of the teachers in the program stated that disruptive behavior in the classroom had decreased.

2) 43.8% of the project students had improved their behavior.

3) A 17.6% decrease in the number of students removed from the classroom for disruptive behavior occurred after the first semester.

4) Among students interviewed, 73.2% indicated that the project helped them to get along better with their teachers, 77.3% indicated that the project helped them get along better with their peers, and 62.9% indicated that the project had helped them get along better with their parents.

5) In one project school, there was a 74.2% decrease in the number of incidents of student referrals to the principal's office between semesters.

6) Nineteen parent study groups were established involving nearly 200 parents during the 1974-75 year. A critical incident test administered to twelve parents on a pre-test, post-test basis indicated that 83.3% of the parents showed a positive change.

E. Critical factors:

1. What were most important factors in getting project started?

Teachers must be shown that the Adlerian approach really confirms what they already know about student behavior. When teachers understand

II. RATIONALE · METHODOLOGY · EFFECTIVENESS
(continued)

the applicability of Adlerian ideas to experiences they have had in classrooms, the program will be positively supported.

2. What are most important factors contributing to success?

Counselors must be dedicated, because the family counseling follow-up occurs necessarily in afternoons and evenings. It is vital to be responsive to requests for family help whenever the help is asked.

3. What obstacles, problems, pitfalls did you encounter?

No significant problems.

F. How funded?

The program was funded by the state justice commission.

G. If you had more resources, what would you do to more effectively deal with violence in and around your school?

With more funds, the present program could be expanded by adding staff which could extend counseling to more parents and more students.

H. What do you think generally is the most important thing to be done in our schools in curbing violence among students?

It is important to create a climate of mutual respect between teachers and students. This can be done by helping teachers understand what motivates children and how they can compound problems by insensitive reactions.

ALTERNATIVE PLANS FOR REDUCING VIOLENCE IN SCHOOLS
Prepared by
Research for Better Schools, Inc.

Identification Number
A102

Social Studies Curriculum Emphasizing Individual and Group Relationships to Improve Student Self-Image
(Large Northeastern Urban District)

I. SPECIFICATIONS

TYPE OF PROJECT:

- ___ Security System
- ___ Counseling Service
- _x_ Curricular/Instructional Program
- ___ Organizational Modification
- ___ Other:

LEVEL OF ACTIVITY:

- ___ Classroom
- ___ Building
- _x_ District

GRADE(S) INVOLVED:

- ___ K
- _x_ 1
- _x_ 2
- _x_ 3
- _x_ 4
- _x_ 5
- _x_ 6
- _x_ 7
- _x_ 8
- _x_ 9
- _x_ 10
- _x_ 11
- _x_ 12
- ___ Other:

SIZE OF SCHOOL DISTRICT:

- ___ 1-1,000
- ___ 1,000-10,000
- ___ 10,000-25,000
- ___ 25,000-100,000
- _x_ 100,000+

NUMBER OF STUDENTS INVOLVED:
(undetermined)

- ___ Less than 40
- ___ 40-100
- ___ 100-500
- ___ 500-1,000
- ___ 1,000-5,000
- ___ More than 5,000

STAGE OF DEVELOPMENT:

- ___ Idea/Planning
- _x_ In Operation
  - ___ less than 1 year
  - _4_ year(s)
- ___ Discontinued after
  - ___ year(s)

TYPE OF COMMUNITY:

- _100_ % Urban
- ___ % Suburban
- ___ % Rural
- ___ % High SES
- _20_ % Middle SES
- _80_ % Low SES

TARGET AUDIENCE:

- _x_ Total student body
- ___ Disruptive students
- ___ % High SES
- _5_ % Middle SES
- _95_ % Low SES

START-UP TIME REQUIRED (assume funds available and approved):

- ___ Less than 1 month
- ___ Less than 3 months
- ___ Less than 6 months
- _x_ Less than 1 year
- ___ More than 1 year

WHAT IS REQUIRED IN TERMS OF

STAFF (numbers):

- ___ Counselors
- ___ Teachers
- ___ Administrators
- ___ Community Workers
- ___ Aides
- ___ Other:

FACILITIES/INGREDIENTS beyond the traditional resources:

Access to audio-visual equipment and a library.

ALTERNATIVE PLANS FOR REDUCING VIOLENCE IN SCHOOLS
Prepared by
Research for Better Schools, Inc.

Identification Number A102

II. RATIONALE · METHODOLOGY · EFFECTIVENESS

A. Purpose and background

Studies have shown that students who display disruptive behavior (emotional and social maladjustment) have poor self-images. In addition, they are at least one year below their grade level in academic subjects, especially reading. The objective of this social-studies curriculum for the elementary schools is to increase students' self-awareness and their perception of their environment as early as first grade. This curriculum was developed to be used by the school district of a large eastern city known for its difficulty with gang conflicts in and around the schools.

B. Strategy employed

This curriculum presents students with the opportunity to define their role in relation to groups: the neighborhood, the city, the state, the nation, and the world. All of these themes are explored in each grade level, with emphasis being placed on one or two different themes each year.

A supplement to the curriculum deals with causes of violence and disruption.

C. Description of daily activities

The curriculum offers flexibility and diversity for the teacher and the student. Classroom activities contribute to an understanding of each theme that is covered. Some of the activities include viewing films, role playing, using pictures and stories to define terms (group, gang, family), and designing projects which relate to the themes (bulletin-board displays, scrapbooks of poetry, stories, and pictures). Time is allowed for discussing the relationship between these activities and the themes of the curriculum.

Emphasis is placed on a different theme each year. For example, in the first grade, individual and group relationships are emphasized, in the second grade group relationships and conflicts, in the third grade the purpose of groups in everyday life, and in the fourth year the definition and organization of gangs.

The secondary curriculum deals with the discussion of violence and disruption from an historical approach (e.g., labor-union violence). The supplemental guide provides some activities that are aimed at helping students clarify their personal values.

D. Evidence of usefulness

Usefulness unknown because of irregular implementation within district.

ALTERNATIVE PLANS FOR REDUCING VIOLENCE IN SCHOOLS
Prepared by
Research for Better Schools, Inc.

Identification Number A102

II. RATIONALE · METHODOLOGY · EFFECTIVENESS (continued)

E. Critical factors:

1. What were most important factors in getting project started?

   Students who display disruptive behavior have poor self-images and little regard for other people. This curriculum was developed to begin dealing with this problem in the primary grades.

2. What are most important factors contributing to success?

   Unknown.

3. What obstacles, problems, pitfalls did you encounter?

   The main problem seems to be implementing the curriculum throughout the school district. Many teachers have not been informed of the curriculum; therefore, they do not use it. Also, curriculum guides exist only for grades one through four.

F. How funded?

Funding for this curriculum is provided through the school district's operating budget.

G. If you had more resources, what would you do to more effectively deal with violence in and around your school?

More resources could be used for in-service classes to help teachers implement the program in their classes.

H. What do you think generally is the most important thing to be done in our schools in curbing violence among students?

Helping students understand and respect themselves as well as others may be the building block for reducing unnecessary, violent acts upon other people and their property.

OTHER APPROACHES

Hall Monitoring with College Students as Monitors (Southern Urban District)

Using Graduate Students Trained in Diagnostic, Remedial, and Counseling Skills to Work with Disruptive Junior High School and High School Students (Northeastern Urban District)

Human Relations Class where High School Students Teach Fourth Grade Students (Southern Urban District)

Specially Trained Teachers Locate and Counsel Chronically-Absent High School Students (School in Large Southern Urban District)

Public and Private Agencies Provide Drug Prevention Instruction for Middle School Students (Large Northeastern Urban District)

Multi-Media Preventive Education for Eighth Grade Students to Curb Drug Abuse (Small Northeastern Rural District)

Strict, Mostly Residential, Institution for Elementary and Middle School Students Who Are Assigned by the Court or Who Cannot Adjust to the Public Schools (School in Large Southern Urban District)

Teaching Basic Skills at an Alternative Site for Disruptive Middle School Students Who Would Otherwise Have Been Asked to Leave the School System (Northeastern Suburban District)

Regular Home Discussions between White and Black Parents to Improve Community Relations (Northeastern Suburban District)

Study Classes where High School Students Nearing Expulsion are Isolated from Other Students (Northeastern Suburban District)

Discussions Moderated by a School Psychologist where Sixth Grade Students in a Private School Can Discuss Personal Problems (Northeastern Suburban School)

Project where High School Students in Two Private Schools are Trained to Counsel Fellow Students in Trouble (Two Northeastern Suburban Schools)

Student Council Project to Teach Elementary Students the Importance of Lawful Procedures and Democratic Decision-Making (Large Southern Suburban-Urban School)

Special Recreational Facility for Black Students Who Cannot Afford the Types of Recreation White Students Can Afford (Small Northeastern Suburban District)

Helping Disruptive Junior High School Students Set Goals through a Counseling and Tutoring Program (Large Western Urban District)

Alternative In-School Project Emphasizing Teacher Training Includes Disruptive and High Risk Students in Classes of Predominantly Regular Students (Small Northeastern Suburban High School)

Security System Featuring a Radio Network and Roving Police Cars Improves Response Times in Cases of School Disruption (Large Western Suburban District)

Special Counselor to Deal with Disruptive Minority Secondary Students by Improving their Confidence and Acting as a Contact Person between the Students and Others (Small Northcentral Rural School)

Project Located in a Community Counseling Center Provides Guidance and Tutoring to Disruptive Junior High School and High School Students Who Have Been Expelled or Are Being Expelled (Large Western Urban District)

New Policy on Absenteeism to Discourage Truancy and Encourage High School Students to be Responsible for their Own Schedules (Large Southern Urban District)

Project to Solicit the Assistance of Businesses and Community Members in Combatting Vandalism by Disruptive High School Students (Western Urban District)

Counselors Train Teachers to Assist Students to Develop More Positive Attitudes toward School and Become More Responsible for their Own Behavior (Small Western Rural District)

Small Classes and Individualized Instruction to Teach Basic Skills to Keep Disruptive Junior High School Students in School (Large Southern Suburban District)

Intensive Instruction in Basic and Work Skills to Improve the Self-Concepts of Disruptive Students and Keep Them in School (Large Southern Suburban High School)

Microwave Alarm Detection System with Monitors to Detect Intrusion into the Schools and Contact the Police (Large Southern Suburban District)

Ultrasonic Detection System Using Monitors Who Contact Police to Prevent Burglaries and Vandalism and Apprehend Intruders (Large Southern Suburban-Rural District)

Students Organized to Help Deter Vandalism (Northeastern Suburban High School)

Counseling Sessions in which Truant Students Participate on a Voluntary Basis (High School in Large Western Suburban District)

Teacher in Charge of In-House Suspension Class for Disruptive Students Uses Own Discretion in Assigning Classwork (Large Western Suburban High School)

On-Campus Suspension Room for Disruptive Students until They are Willing to Sign a Contract to Behave More Reasonably (Large Southern Urban-Suburban District)

School Building and District Level Teams Provide Diagnostic and Support Services to Keep Disruptive Students in their Regular Classes (Large Southern Urban-Suburban District)

Law-Related Curriculum to Encourage High School Students to Respect the Law and Avoid Illegal Acts (Small Northeastern Suburban District)

Money Budgeted for Repairs due to School Vandalism is Transferred to Student Councils of Secondary Schools when Vandalism Declines (Small Northeastern Urban-Suburban District)

Student-Parent-Teacher Counseling Focusing on In-Home Patterns of Behavior to Help Disruptive Elementary and Junior High School Students to Improve their Conduct (Southern Rural District)

Cameras on Buses to Film Student Disruption (Small Northeastern Rural District)

Lay Board for Secondary School Offenders Hears Cases as an Alternative to the Juvenile Courts (Western Suburban District)

ALTERNATIVE PLANS FOR REDUCING VIOLENCE IN SCHOOLS

A001	Confidential In-School Counseling and Referral for High School Students with Drug-Related Problems (Small Northeastern Suburban District)
A002	Human and Community Relations Effort to Facilitate the Consolidation of Schools in Six Communities (Small Northeastern Suburban Districts)
A003	Instruction on Law Enforcement for High School Students and their Parents (Large Northeastern Suburban School)
A004	Special Classes and Services for Disruptive Students (Small Southern Rural District)
A005	Remedial Classes at Alternative Site for Disruptive High School Students (Large Northeastern Urban School)
A006	Small Student Communities within a Large High School (Large Northeastern Urban School)
A007	Police-School Liaison to Counsel and Refer Students to Other Agencies (Large Northcentral Urban District)
A008	Fireman Junior Cadet Training for High School Students (Large Northcentral Urban District)
A009	Teacher Training on Law Education for Middle School and High School Students (Large Southern Urban District)
A010	High School Students Trained as Community Service Officer Aides Help Police to Provide Safety Instructions to Elementary Students (Large Northcentral Urban District)
A011	Elementary School Police-School Cadets Receive Safety Instructions from Police and Community Service Officers (Large Northcentral Urban District)
A012	Discussions with Parents to get their Support in Counseling Disruptive Middle School Students (School in Large Northeastern Urban District)
A013	Police-Criminal Justice Curriculum for High School Students (School in Large Northcentral Urban District)
A014	Alternative School for Suspended Middle School and High School Students (School in Large Southern Urban District)
A015	Cooling-Off Rooms for Counseling rather than Suspending Disruptive Students (Large Southern Urban District)

A016	Police Junior Cadet Summer Employment for Disruptive High School Students (Large Northcentral Urban District)
A017	Police Career Instruction for High School Students (Large Northcentral Urban District)
A018	Project to Decrease Abusive Language Between Teachers and Elementary and Middle School Students (Small Northcentral Suburban District)
A019	Neighborhood Education and Counseling Center with Few Rules of Behavior for Disruptive Junior High School and High School Students (School in Large Northeastern Urban District)
A020	Open-Space Communities within a Middle School (Northcentral Urban School)
A021	Safety Corridors to Enable Junior High School Students to Go to and from School Safely (Large Northeastern Urban District)
A022	Training Teachers to Encourage Student Participation in Learning and Interpersonal Activities (Large Southern Suburban District)
A023	Elementary Students Learning to Deal with their Problems and to Behave Responsibly (Small Northeastern Urban District)
A024	Alternative School for Supervising Disruptive Middle School and High School Students (School in Large Northeastern Urban District)
A025	Security Intern Training for Unemployed Minority High School Graduates (Large Northcentral Urban District)
A026	Alternative Learning Center in an Informal Setting for Disruptive High School Students (Large Northeastern Urban School)
A027	Alternative Program for Disruptive High School Students Emphasizing Personal Responsibility (Northcentral Suburban District)
A028	Open School K-12 where Individualized Instruction and Multi-Ethnic Understanding are Emphasized (School in Large Northcentral Urban District)
A029	Student Security Advisory Councils and Monitors in High Schools (Large Northeastern Urban District)
A030	Group Counseling of Secondary Students Who Are Gang Members (Large Northeastern Urban School)

A031	Mini-Courses to Replace Study Halls for Junior High School and High School Students (Large Southern Urban District)
A032	Street Academy: Alternative High School Stressing Basic Skills for Students Who Have Not Been Attending School (School in Large Southern Urban District)
A033	Contracting with Disruptive High School Students to Improve their Behavior (Small Southern Rural School)
A034	Counseling Center to Get Students Convicted of Crimes Back in School (Northcentral Urban District)
A035	Criminal Justice Classes for High School Students (Northeastern Urban School)
A036	Intrusion Detection System Using Several Types of Electronic Devices (Southern Urban District)
A037	Teaching Basic Skills and Counseling Disruptive Junior High School Students Experiencing Difficulty Adjusting to Junior High School (Small Northeastern Urban School)
A038	Individual and Group Counseling on Drugs and Alcohol for High School Students (Southern Suburban District)
A039	Disciplinary Review Board for Disruptive High School Students (Small Southern Urban School)
A040	Center to Improve the Basic Skills and Career Awareness of Disruptive Middle School Students (Southern Suburban School)
A041	Police-Counselor Works with Junior High School and High School Students (Northcentral Urban District)
A042	K-9 Patrol to Reduce Burglaries and Vandalism (Large Western Rural-Urban District)
A043	Principal Conducts Discussions with Parents to Deter Student Vandalism in New Elementary School Building (Northcentral Suburban School)
A044	Teacher-Counselors Supervise Activities in Rooms where Potentially Disruptive Middle School and High School Students Can Cool Off (Small Southern Rural-Suburban District)

A045 Community Relations Efforts Related to Reopening a High School Closed due to a Violent Racially-Related Incident (Small Southern Rural School)

A046 Security Plans and Procedures for Reopening a High School Closed due to a Violent Racially-Related Incident (Small Southern Rural School)

A047 Teaching Basic and Vocational Skills through Individualized Instruction to Disruptive Educationally-Handicapped High School Students (Western Rural-Urban District)

A048 Community Organization Using Counselors Who Seek Out Junior High School and High School Students for Drug Abuse Control Efforts (Three Small Northeastern Suburban Districts)

A049 School-Community Committee to Develop Rules and Regulations for Student Conduct (Small Western Rural District)

A050 Training to Provide Junior High School and High School Teachers with Diagnostic and Remedial Teaching Competence and Counseling Skills for Dealing with Extremely Disruptive Students (N/A)

A051 Strict Procedures to Encourage Disruptive Elementary and Middle School Students to Raise their Expectations and Improve their Performance and Conduct (School in Large Northcentral Urban District)

A052 Helping Disruptive Junior High School Students Admit their Poor Conduct and Commit Themselves to Improve (Large Southern Urban-Suburban District)

A053 Using Two-Way Radios on School Buses and Alarms in High Crime Area Schools to Prevent Violence by Disruptive High School Students (Large Southern Urban-Suburban District)

A054 Student Architect Class on Construction and Repairs for High School Students (Small Northeastern Suburban School)

A055 Work-Study Plan to Encourage Disruptive High School Students to Remain in School (Large Northcentral Urban School)

A056 Effort Involving Parents and Key Community People to Encourage Improved Multi-Ethnic Relations (Northeastern Suburban District)

A057	Hall Monitoring with College Students as Monitors (Southern Urban District)
A058	Using Graduate Students Trained in Diagnostic, Remedial, and Counseling Skills to Work with Disruptive Junior High School and High School Students (Northeastern Urban District)
A059	Human Relations Class where High School Students Teach Fourth Grade Students (Southern Urban District)
A060	Specially Trained Teachers Locate and Counsel Chronically-Absent High School Students (School in Large Southern Urban District)
A061	Public and Private Agencies Provide Drug Prevention Instruction for Middle School Students (Large Northeastern Urban District)
A062	Multi-Media Preventive Education for Eighth Grade Students to Curb Drug Abuse (Small Northeastern Rural District)
A063	Strict, Mostly Residential, Institution for Elementary and Middle School Students Who Are Assigned by the Court or Who Cannot Adjust to the Public Schools (School in Large Southern Urban District)
A064	Teaching Basic Skills at an Alternative Site for Disruptive Middle School Students Who Would Otherwise Have Been Asked to Leave the School System (Northeastern Suburban District)
A065	Regular Home Discussions between White and Black Parents to Improve Community Relations (Northeastern Suburban District)
A066	Study Classes where High School Students Nearing Expulsion are Isolated from Other Students (Northeastern Suburban District)
A067	Discussions Moderated by a School Psychologist where Sixth Grade Students in a Private School Can Discuss Personal Problems (Northeastern Suburban School)
A068	Project where High School Students in Two Private Schools are Trained to Counsel Fellow Students in Trouble (Two Northeastern Suburban Schools)
A069	Student Council Project to Teach Elementary Students the Importance of Lawful Procedures and Democratic Decision-Making (Large Southern Suburban-Urban School)

A070	Special Recreational Facility for Black Students Who Cannot Afford the Types of Recreation White Students Can Afford (Small Northeastern Suburban District)
A071	Helping Disruptive Junior High School Students Set Goals through a Counseling and Tutoring Program (Large Western Urban District)
A072	Alternative In-School Project Emphasizing Teacher Training Includes Disruptive and High Risk Students in Classes of Predominantly Regular Students (Small Northeastern Suburban High School)
A073	Security System Featuring a Radio Network and Roving Police Cars Improves Response Times in Cases of School Disruption (Large Western Suburban District)
A074	Special Counselor to Deal with Disruptive Minority Secondary Students by Improving their Confidence and Acting as a Contact Person between the Students and Others (Small Northcentral Rural School)
A075	Project Located in a Community Counseling Center Provides Guidance and Tutoring to Disruptive Junior High School and High School Students Who Have Been Expelled or Are Being Expelled (Large Western Urban District)
A076	New Policy on Absenteeism to Discourage Truancy and Encourage High School Students to be Responsible for their Own Schedules (Large Southern Urban District)
A077.	Project to Solicit the Assistance of Businesses and Community Members in Combatting Vandalism by Disruptive High School Students (Western Urban District)
A078	Counselors Train Teachers to Assist Students to Develop More Positive Attitudes toward School and Become More Responsible for their Own Behavior (Small Western Rural District)
A079	Small Classes and Individualized Instruction to Teach Basic Skills to Keep Disruptive Junior High School Students in School (Large Southern Suburban District)
A080	Intensive Instruction in Basic and Work Skills to Improve the Self-Concepts of Disruptive Students and Keep Them in School (Large Southern Suburban High School)

A081	Microwave Alarm Detection System with Monitors to Detect Intrusion into the Schools and Contact the Police (Large Southern Suburban District)
A082	Ultrasonic Detection System Using Monitors Who Contact Police to Prevent Burglaries and Vandalism and Apprehend Intruders (Large Southern Suburban-Rural District)
A083	Students Organized to Help Deter Vandalism (Northeastern Suburban High School)
A084	Counseling Sessions in which Truant Students Participate on a Voluntary Basis (High School in Large Western Suburban District)
A085	Teacher in Charge of In-House Suspension Class for Disruptive Students Uses Own Discretion in Assigning Classwork (Large Western Suburban High School)
A086	On-Campus Suspension Room for Disruptive Students until They are Willing to Sign a Contract to Behave More Reasonably (Large Southern Urban-Suburban District)
A087	School Building and District Level Teams Provide Diagnostic and Support Services to Keep Disruptive Students in their Regular Classes (Large Southern Urban-Suburban District)
A088	Law-Related Curriculum to Encourage High School Students to Respect the Law and Avoid Illegal Acts (Small Northeastern Suburban District)
A089.	Money Budgeted for Repairs due to School Vandalism is Transferred to Student Councils of Secondary Schools when Vandalism Declines (Small Northeastern Urban-Suburban District)
A090	Student-Parent-Teacher Counseling Focusing on In-Home Patterns of Behavior to Help Disruptive Elementary and Junior High School Students to Improve their Conduct (Southern Rural District)
A091	Cameras on Buses to Film Student Disruption (Small Northeastern Rural District)
A092	Lay Board for Secondary School Offenders Hears Cases as an Alternative to the Juvenile Courts (Western Suburban District)

A093	Night Time Patrols Made Up of Community Volunteers to Deter Vandalism and Burglaries in Schools (Large Southern Suburban District)
A094	Student Security Advisory Councils Which Help to Identify and Correct Problem Areas in School Security (Large Southern Suburban-Rural District)
A095	New Instructional Approach Involving Curriculum Change, Non-Graded Courses, Flexible Scheduling, and Unscheduled Independent Study Time (Large Southern Urban High School)
A096	Special Class where Disruptive Students are Tutored to Help Them Make Up Work or Improve their Skills Enough to Return to Regular Classes rather than Leave School (Large Western Suburban High School)
A097	Family Communications Workshops for Disruptive Students and their Parents to Encourage Improved Student Behavior (Northcentral Suburban District)
A098	Training for Teachers to Serve as Probation Officers for Students on Probation (Large Northcentral Urban High School)
A099	Individualized Counseling and Instruction to Improve the Motivation and Academic Ability of Disruptive Students to Prepare Them to Return to Regular Classes (Small Northeastern Suburban High School)
A100	Year-Round Day School Emphasizing Interdisciplinary Team Teaching to Improve the Performance and Behavior of Disruptive Middle School and High School Students (School in Large Southern Suburban District)
A101	Individualized Contracts for Disruptive High School Students to Complete Academic Work and Remain in School (Large Southern Suburban-Urban District)
A102	Social Studies Curriculum Emphasizing Individual and Group Relationships to Improve Student Self-Image (Large Northeastern Urban District)
A103	Family Education Center for Disruptive Students with Hotline for Parent or Child Emergencies (Southern Rural District)

A104	Intensive Counseling and Learning Center for Disruptive Elementary Students (School in Large Northcentral Urban District)
A105	Afternoon Study Session for Suspended High School Students (Small Northeastern School)
A106	School Custodians Living in Trailers on School Grounds to Deter Vandalism (Large Southern Suburban District)
A107	Security Program Using Officers Trained in Child Psychology and First Aid as well as in Handling Disruptive Students or Situations (Large Western Urban District)
A108	Six-District Program on Drug Abuse by High School Students (Six Urban/Suburban/Rural Districts in the Northeast)
A109	Personal Problem Solving Shop for Disruptive High School Students (School in Large Northcentral Urban District)
A110	Social Services Center Providing Individual and Group Counseling to Delinquent Middle School Students (School in Large Northcentral Urban District)
A111	Tutoring Program to Help Disruptive Students Who Transferred from an Alternative School to Public School or Who Are Now Employed (School in Large Northcentral Urban District)
A112	Alternative Educational Center to Help Students Who Have Had Contact with Juvenile Court Authorities Prepare to Enter Public High School (School in Large Northcentral Urban District)
A113.	Year-Round Three-Site Alternative School for Disruptive High School Students (Western Urban-Suburban District)
A114	New Middle School Organized into Five Houses and a Special Room for Disruptive Students (Northeastern Urban-Suburban School)
A115	Workshops for Students, Teachers, and Parents in Solving Problems Related to School Disruption (Small Northcentral Suburban School)
A116	Human Relations Courses for Community Leaders to Ease Intergroup Conflicts in Schools and Community (Northeastern Suburban District)
A117	Ultra-High Frequency Alarm System and School-Based Security Staff Assist Police in Reducing Vandalism (Large Southern Suburban District)

A118 Community Action Group Developed by Community Agency at the Request of Parents to Improve Neighborhood Conditions (Large Northeastern Urban District)

A119 Model School with Humanistic, Individualized Instruction Together with Individual and Group Counseling for Middle School Students (School in Northcentral Urban District)

A120 Four Trained Staff Work as a Team to Intervene in Conflicts, Conduct Workshops, and Assist Disruptive Students (Large Southern Urban District)

A121 Human Relations Clubs for Junior High School and High School Students to Improve Inter-Ethnic Understanding and Diminish Racial Tensions (Large Western Rural-Urban District)

A122 After School Recreational Project in Schools in Neighborhoods where Large Numbers of Junior High School Offenders Live (Large Southern Urban-Suburban District)

A123 Staff Visit Families, Counsel Students, and Moderate Neighborhood Discussions to Bring Home and School Closer Together and Work with Disruptive Students, Especially within the Lower Economic Population (Western Urban District)

A124 Alternative High School Emphasizing Counseling, Individualized Work, and Parental Involvement to Provide Re-Entry Skills and Motivation to Disruptive Students Who Have Left School or Intend to Leave (Western Urban District)

A125 Alternative High School Designed to Cope with Behavioral Problems, Motivate, and Encourage Individual Responsibility in Disruptive Students Who Have Left or Intend to Leave School (Large Western Urban District)

A126 Alternative Secondary School Providing Programmed Learning and Personalized Attention for Disruptive Students whose Poor Academic Experiences Have Led or Might Lead Them to Leave School (Large Western Urban District)

A127 Parent and Student Workshops in Family Relations and Communications Skills Mandated by the Juvenile Court for Disruptive Secondary Students and their Parents (Western Urban District)

A128 Police, School, and Juvenile Court Teams Provide Counseling Services in an Attempt to Prevent Juvenile Delinquency or School Disruption (Western Urban District)

A129 Year-Round Counseling Program to Provide Students with Problem Solving Skills, to Overcome Alienation, and Help Disruptive Students Work toward Meaningful Careers (Large Western Urban District)

A130 Alternative Junior High School Providing Remedial Basic Skills Courses, Counseling, Independent Studies, and Vocational Opportunities for Disruptive Students Formerly Involved with Juvenile Courts or Correctional Institutions and Students Classified as Pre-Delinquent (Large Western Urban District)

A131 Police Officers Housed in Schools Present Safety and Law Talks, Counsel, and Investigate Crimes to Discourage Juvenile Delinquency among Elementary and Junior High School Students (Western Urban District)

A132 Police, School, Juvenile Court, and Social Worker Team Provides Coordinated Counseling Services to Disruptive High School Students (Western Urban District)

A133 Alternative School Emphasizes Individual Learning Contracts, Vocational Skills, and Counseling for Disruptive, Educationally-Disadvantaged High School Students (Large Western Urban District)

A134 An Administrator and Two Counselors Present Workshops and Work with Students to Prevent Student Violence in Connection with Desegregation and Busing (Large Western Urban District)

A135 Interagency Team Approach to Provide Integrated, Comprehensive Counseling and Other Services to Disruptive Secondary Students (Large Western Urban District)

A136 After School, Weekend, and Summer Recreational and Cultural Program Held in Schools to Alleviate Tensions Related to District Desegregation (Large Western Urban District)

A137 Alternative Junior High School where Counseling is Combined with Remedial Classes for Disruptive Students (School in Large Western Urban District)

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RESEARCH CENTER FOR GROUP DYNAMICS / INSTITUTE FOR SOCIAL RESEARCH / THE UNIVERSITY OF MICHIGAN / ANN ARBOR, MICHIGAN 48106

February 21, 1978

Mr. William F. Causey, Counsel
Subcommittee on Economic Opportunity
Room 320
Cannon House Office Building
Washington, D.C. 20515

Dear Mr. Causey:

Thank you for your invitation of January 9 to comment on the National Institute of Education's Safe School Study.

First of all, I think the Congress should recognize the enormous job that NIE and its collaborators have accomplished with this study. With limited resources of staff, funds, and time, a large amount of useful data has been gathered, organized, and interpreted. The study is unprecedented in providing a picture of the situation regarding school violence at one point in time, and in evaluating what little evidence there is on the time trends of school violence. The Congress and the people of the United States have been well served.

As I read the report, it appears to me that the image of increasing violence in American schools is illusory. The historical evidence is sparse, but what there is testifies to little actual change in the amount or nature of school violence over the recent decades and perhaps longer. The implication is that the very real beliefs of the American public that violence is increasing in the schools and has already reached crisis proportions are not founded on facts. That the evidence the Congress has summoned up contradicts an intense belief of its constituency must put the Congress in a quandary. I hope that the Congress will act responsibly and will not permit the demagogues to subvert the contribution that the Safe School Study can make to public consideration of an important problem.

As I see it, it turns out to be quite appropriate that the Subcommittee on Economic Opportunity has initial responsibility to review the Safe School Study for the Congress despite the anomaly apparent in the Subcommittee's title. Because the reason for the people's belief in rising tides of school violence may have a lot to do with the Subcommittee's primary concern. I have a hunch--and it is only a hunch right now, a social scientist's hypothesis--that the image of increasing school violence, confounded in objective events, actually rises out of the majority public's attitudes and fears about racial desegregation of the schools. I believe it can be shown that the American public, despite the facts as revealed in the Safe School Study, associate school violence with black students attacking white students. The media, sensitive to this situation, recognize that common and often trivial incidents of misbehavior in school are newsworthy and magnify their character beyond reality. This kind of thing in turn further confirms the public in its racial attitudes, encourages more hysteria, and stiffens the opposition to equal opportunity.

I suggest that the constructive role that the Congress can play in this matter is two-fold. First, as I have said, it can recognize the valuable service that NIE has performed and take the Safe School Study for what it is--the best available data on the reality of school violence in America today and vouch for it to a skeptical, perhaps even hostile American public with all the prestige and responsible leadership that resides in the Congress. Second, the Congress should continue the work it has begun, the gathering of facts on the issue. Several steps need to be taken in this regard. NIE should be encouraged to continue to sift through the data already collected to capitalize on its enormous potential contributions to public policy. Second, this Safe School Study should be regarded as a benchmark, the first of a regular series of replications on the amount and nature of school violence so that the Congress and the people will have reliable indication of how our nation is faring in trying to make our schools safe and pleasant places for our children to learn.

Third, the Congress must realize that this study, with its limited resources, can provide only scant, uncertain clues to what means might be effective in making and keeping schools safe. There is no way that this report can be construed to suggest, with any reasonable certainty, that any particular method is better than another. The way this study had to be done could not possibly sort out more or less effective programs, equipment, etc. But the data gathered by the study do provide some clues, however uncertain. Now it is necessary to mount experimental demonstrations that will carefully test whether promising methods are indeed effective. The Congress can further the work it has began and satisfy our need to know what will make American schools safer by mandating NIE to perform such experimental demonstrations.

Thank you again for the opportunity to comment on the Safe School Study. It gives me great personal satisfaction to participate in this important public inquiry.

Yours,

Martin Gold (bw)

Martin Gold
Program Director

MG:bw

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Citizens' Council for Ohio Schools
517 The Arcade • Cleveland, Ohio 44114 • (216) 621-5220

February 28, 1978

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Mr. William F. Causey, Counsel
Committee on Education and Labor
Subcommittee on Economic Opportunity
Congress of the United States
Room 320, Cannon House Office Building
Washington, D.C. 20515

Dear Mr. Causey:

The Citizens' Council for Ohio Schools is pleased to respond to your request for comments for the Subcommittee on Economic Opportunity's hearings on the Safe School Study and the school violence and vandalism issues. This is an important area facing public education and affecting school age youth. It is of special concern to this organization because it is directly related to the issues of school discipline and school exclusion.

Please find attached our remarks related to the issue of school violence and vandalism as well as specific remarks about the Safe School Study.

Sincerely,

Susan C. Kaeser
Susan C. Kaeser
Staff Associate

SCK:jmr

Enclosure

TESTIMONY PREPARED BY SUSAN C. KAESER FOR CITIZENS' COUNCIL FOR OHIO SCHOOLS

The Citizens' Council for Ohio Schools is an independent, non-profit organization which provides information to interested citizens and officials on a variety of school issues in Ohio. Children out of school because of non-enrollment, truancy, suspension or dropping out is one of these issues. Our concern is that as many students as possible in Ohio have access to the education which is guaranteed them by state law and which they need.

Dealing with student misbehavior whether trivial or serious is an important element of the challenge of providing full access to public education facing all school systems today. The way that misbehavior, particularly serious misbehavior is handled by the school is very directly related to our concern for children and orderly education. The Citizens' Council appreciates the opportunity to present our remarks about this issue and about the Safe School Study to the Subcommittee on Economic Opportunity.

The Citizens' Council for Ohio Schools' major objection to the Safe School Study is that it takes an unfortunately narrow and unnecessarily emotional approach to the issue of safe schools by focusing only on crime and violence. The general quality of life and atmosphere that supports learning in the schools is the main element of safety.

Children need education, and education takes place most successfully in safe and orderly schools. Part of that education should involve concern for developing self-discipline and responsibility. Every effort must be made to ensure safe and orderly schools, and schools from which all children can benefit. For this to happen a variety of educational styles may be needed, along with effective and sensitive teachers, hard working students, supportive parents and fair treatment of faculty and students. An environment where individuals are respected and treated fairly is conducive to the educational process as well as a crucial element of the experience.

The narrow focus on crime and violence is detrimental in a number of ways: 1) in some instances it is a misnomer for the behavior described and is misleading; 2) it can lead to further decline in public interest in schools or to repressive acts against students; 3) it ignores other equally, and we believe more serious, qualities of school safety which need attention.

1. Crime and violence is imprecisely used and frequently a misnomer for the behavior described:

Crime and violence are severe concepts which conjure sordid images in the public mind. When taking place in schools it is an especially serious cause for alarm. Any violence, of course, is a serious problem, however, the imprecise use of terms in this report may be overstating the extent to which this serious behavior exists. Furthermore, it sets a dangerous precedent of identifying school misbehavior as criminal when, in fact, much of the behavior which is called criminal is not. The report itself warns that crime is loosely used:

> "While the behavioral description of incidents reflect legal categories, it cannot be assumed that all the incidents reported would ordinarily be regarded as crimes by most people or indeed by the police. Theft is a crime, but are we to assume that the filching of a pencil or notebook is a criminal act, as ordinarily understood?" (P. 19)

Some effort is made to distinguish serious from less serious misbehavior. However, the statistics and discussion in general do not make this distinction.

The report in discussing the differences in reporting rates again makes distinction between crime and misbehavior:

> "....According to data from students who were interviewed, around 525,000 attacks, shakedowns, and robberies occur in public secondary schools in a month, almost 22 times as many as were recorded by principals. It is understandable that the great majority of these incidents never come to the principal's attention: two thirds of them involve no injury and only 3% require medical treatment. Most of them probably would not be regarded as crimes in our everyday understanding of the term: as offenses worthy of arrest and adjudication. This does not mean that they are irrelevant..." (P. 47)

The fact is that the misbehavior and personal threats that take place in schools are not irrelevant. At the same time they are not crimes. Good policies depend on a clear and precise understanding of what is taking place. It is questionable whether calling these serious problems crimes leads to a fair appraisal of solutions. Although there are warnings interspersed throughout the document, it is unfortunate that so little attention is given to the fact that much of what is reported is not crime. A more serious flaw is that crime is so poorly defined from the start.

The title reflects that the subject is crime and violence, even if that is not a totally accurate impression of what the document is reporting. At the least, the document should be revised so that more prominance is given to the cautionary comments on the definitions of crime, violence, attack, assault, and other explosive and unspecific terms. Since most school administrators, publicists, and the general public will only read the summary, it is imperative that the cautionary remarks which appear throughout the main study be prominent in the summary.

2. Emotional terms can lead to unnecessary anxiety and interfere with finding effective solutions.

Crime and misbehavior are not the same. Although some misbehavior in school is illegal, not all misbehavior is criminal. In fact, according to the Safe School Study a very small share of the misbehavior is criminal.

To most people any criminal behavior is shocking and intolerable, particularly when it involves children. Therefore, special attention may be given to resolving the most reprehensible behavior at the expense of addressing more widespread behavioral problems. In addition, efforts to respond to the seriousness of criminal behavior may result in unfair practices for addressing other less severe misbehavior problems. The element of fairness which is crucial to orderly and safe schools could be jeopardized with an unnecessary and inaccurate focus on crime.

Good solutions to serious problems require fair and sound understanding of the problems to be solved. The emphasis on crime (and frequently the inaccurate emphasis on crime) could easily distract people from a rational approach to disciplinary action and thereby produce counter-productive responses.

Furthermore, an undue emphasis on crime and violence can create fear and tension about public education which is also counter-productive. Crime is such an upsetting concept that people feel helpless about its solution. More complete public withdrawal from finding ways to improve schools is the least desirable outcome if behavior problems are to be solved. Many of the problems described in this report can be resolved educationally. They are not totally out of our hands. But the criminal emphasis leads one to believe that punishment and detection are all that can be done, when much more is possible and necessary.

3. An emphasis on crime and violence ignores other equally, if not more serious, education issues which contribute to safe schools.

Crime and violence are only part of what makes a school unsafe. The quality of life in public education institutions is really the concern which has the broadest impact on the learning environment and the potential for learning to take place. This goes the farthest in preventing misbehavior and serious misbehavior. Efforts designed to improve all elements of the quality of life in schools will lead to more effective solutions to safe schools.

Citizens' Council research on school exclusion in Ohio suggests that a number of other issues must be addressed if schools are to be safe and orderly places. Statistics on absenteeism and suspension are important indicators of orderly schools.

Briefly, we observed that where ten years ago school attendance in secondary schools in big cities in Ohio averaged around 90%, today 85% is closer to normal with much lower rates occuring on a school by school basis.

For example, seven out of 13 Cleveland high schools during the 1974-75 school year had attendance rates below 85%, with the worst averaging 72% and the best school averaging 92% for the school year. Cleveland is not unique. Equally serious problems can be found in schools throughout the country.

These data suggest a number of problems. First, school attendance may be down because of lack of motivation to be educated. Attendance workers who try to get children back to school tell us that many youth know there is no place for them in the job market, so why bother with education. Students frequently express a second problem that school is often dull, boring, and irrelevant. A third problem is that an increasing share of students have given up on school because they are lost. They can't make it and no one is helping them. In some cases, there is simply a lot of pressure to skip school, while for other children who feel they are unfairly treated, they would just as soon stay away. For many reasons, students don't feel they are missing much, and if they do show up at school, being disruptive would not necessarily hurt their situation.

Absenteeism can be viewed as an indicator of the quality of life within the school. Studies and common sense both have shown that students attend school when they are interested in what is going on, when there are special programs or activities, when they think that their teachers care about them, when they are justly rewarded for their efforts, when they receive some type of recognition, and when their grades are good and they are respected as individuals. We know they also behave under these circumstances. Rising absenteeism suggests that the quality of life in schools is a serious problem affecting a very large share of the students. Some behave and survive despite second-rate conditions, others do not.

As long as many of the desirable conditions are missing in many schools, the health of the school and public education is in doubt. This hurts all children and undermines a sense of purpose or faith in the institution, creating a fundamental disorder, not to mention short term disruptions and even crime and violence.

A second indicator of school quality is the need for disciplinary action. There are generally two views of discipline. The first position views discipline as a set of rules imposed from the outside in order to control, contain, or considerably change students. Discipline is separated from education; it is enforced; and it is equated with punishment. If schools must punish a lot of children it is because there are many bad children.

While some educators see discipline as something done in order to get to the curriculum, others see discipline as part of the curriculum. Self-discipline is a vital goal and element of education. If one accepts this second view, the more schools rely on punishment, the less discipline is actually taking place, and the less chance there is for public education to be safe and orderly.

School suspension is a serious disciplinary procedure that the Supreme Court has held may only be used in the worst situations, and then only if due process is observed. Few educators believe that it helps the child but it does relieve the situation. In Ohio during the 1974-75 school year, 18 cities suspended more than 12% of their students at least once during the school year. The three cities that suspended the most students suspended from 20 to 32% of their students. These were not the largest cities in the state, but those in the middle range with racial composition ranging from 70 to 85% white enrollment.

In many Ohio school districts the share of students suspended is so large that suspensions cannot be used only for the most severe cases. In fact, a review of the reasons for suspension in Cleveland's senior high schools for the first semester of the 1977-78 school year indicates that a number of misbehaviors which are not severe or threatening to the school are being punished by suspension, and a very small share of the suspensions are for serious or disruptive violations. During the fall semester of 1977 there were 2,639 suspensions reported to the Division of Child Accounting. More than 45% of these suspensions were for attendance problems. Another 18.5% were for failure to comply with directives and 7.6% were for smoking. In all there were 82 cases of more serious behaviors accounting for 5.1% of the suspensions: arson (.07%); treaspassing (.1%); damage to property (.23%); theft (.6%); weapons (.6%); drugs (1.4%); and alcohol (2.1%). A final category, assault and abusive language accounts for 16.3% of the suspensions. Since these are two very different kinds of offenses it is hard to determine what share are violent or less serious. Childrens' Defense Fund statistics on the use of suspension nationwide indicate the similar use of suspensions for predominantly non-serious and non-violent behaviors with their minimal use in serious situations.

The frequent use of suspension and the fact that they are not used exclusively for severe problems, indicates that while there may be a large number of children who lack self-discipline, the problem may be more the school's than the child's. It may indicate that school personnel are failing to teach discipline. It may also indicate unspecific rules, students's lack of knowledge of rules, lack of sensitivity to difference and over reaction on the part of staff, or a general lack of order and low moral. If some school personnel feel that exclusion is the only way they can maintain order, it indicates an inability or unwillingness to resolve problems. One serious result is that unfair or severe punishment frequently undermines order because it frustrates and angers students who then commit more serious retaliatory acts.

Schools must be fair with their disciplinary activities. Fairness makes a safe society as well as a safe school. Clearly, given the excessive use of suspension there are many schools where respect for discipline does not exist, and detracts from safety.

These observations are not to suggest that there is no violence or crime in school. Nor are they intended to suggest that children are always good and are not to be blamed for their own misbehavior. Violence and crime when they occur are seriously disruptive elements of school life and need attention. Swift and decisive actions must be taken to deal with children who are involved in such acts.

The emphasis cannot be simply put on those students who seriously disrupt schools. In some ways schools can do very little about these children. They can, however, do a great deal to provide a meaningful school experience that is sensitive to individual need, that is concerned with promoting self-discipline and helping children develop positive self-images, and give status and recognition for being good rather than disruptive. The limited focus on crime and violence does not deal with the many other elements of a safe and orderly school--issues of much broader significance, affecting more students, and which have a preventive effect on violence and crime.

The fifth chapter of the Safe School Study focuses on the school's role in reducing crime and misbehavior. School security, organization, and size are identified as well as systematic school discipline and good school governance. It is interesting that the solutions do not address improving the general quality of school and its ability to work with children. It is clear from evidence within the study, that many of the children who are involved in violent behavior--either the victim or the guilty party--are children who have academic and social problems in the school. (See P. 7 and P. 118 of the report.) Serious behavior problems stem from failure. One solution to violence is to prevent the level of failure and frustration which develops in children. The solutions to violence and crime lie in the general ability of the school to educate, to work with individuals, often the less attractive and less successful children. This is certainly within the baliwick and responsibility of educators. It means being willing to educate all children, and giving special attention to those who are more prone to failure. It seems that extra resources designed to rid school of crime and violence are much more palatable and desirably spent on educational improvements than on security guards or detection devices. This of course is more challenging, but it is at the heart of really safe schools

Conclusion

Despite any complaints with the Safe School Study it is an admirable effort to provide for an informed search for solutions. We are pleased that safe schools are on the public agenda. We only hope that the search will be broad and rational.

We feel that firm and fair treatment of misbehavior is crucial as a short term response. Those anxious to provide order must not do so at the expense of fairness or due process. This can only set a bad example for students about how people are treated and can create serious disorder.

In the long run, self-respecting and successful students and educators are the key to order and safety. Making sure that students gain from education is the best way to increase their investment in that institution and the best way to insure safety in schools and in society. This is harder to accomplish, but certainly the best solution.

Insert / V- o/c

Murray State University Murray, Ky. 42071

March 1, 1978

Congress of the United States
House of Representatives
Committee on Education and Labor
Subcommittee on Economic Opportunity
ATTN: GORDON RALEY
Rm. 320, Cannon House Office Building
Washington, D.C. 20515

Dear sirs:

Thank you very much for providing me with a copy of this long-awaited study for review and comment. The Safe School Study document is not only voluminous, it turns out that it is very good. I find that the inquiry was a thorough one and particularly agree with the design of the study, in that providing the Phase III dimension gave life and breath to a storm of statistical data. The following comments are intended to provide some suggested directions for the action I assume will blossom from this study.

1) The teacher: There has been a national rumor in this country that "anyone can teach." Schools of education in our institutions of higher learning could begin to change this mindset with a renewed emphasis on excellence. For too long, schools of education have been the "bread and butter" of our colleges and universitys while excellence and selectivity resided elsewhere on campus.

2) The student-teacher relationship: This is the most important relationship in learning. There is nothing more important. A good teacher and 15 students don't even need a school building around them for learning to take place successfully. A good teacher and a class of 15 students can generate more learning than can a one-to-one relationship between a student and a machine. The urban school is a most important place for an emphasis in this student-teacher relationship. In Carter's new education package, I've learned that considerable monetary help will be directed toward urban schools where violence and vandalism have been major bars to learning. There will be considerable temptation to spend astronomical sums on security hardware and "learning technologies." I recommend that the emphasis in spending be directed into full-time teachers, that veteran teachers be offered salary initiatives to teach in the urban schools, and that veteran administrators be offered salary initiatives to take control of those schools.

I especially insist that no firm and permanent solution to the problem of urban schools can take place until these actions are taken in the elementary schools. I have had teachers tell me that they would be willing to have larger classes in high school if the students in those classes were the products of small classes in elementary school. Not only is this important for learning, it is important for nurture of those young children. We should have realized that they need nurture back when we realized they were coming to school hungry.

3) School administration: Programs for administration and supervision of schools in our institutions of higher learning are firmly entrenched in an unfortunate pattern. Models of administration being taught to prospective principals and superintendents are invariably literal translations of models of administration used in the private sector. There is no existent model of administration designed especially for the administration of schools. In smaller schools, this is not a particular problem. But in larger schools, when administrative policy and regulation are very important, the "business model" of staff development and public relations emerges as wholly wanting. The reason is that schools are not businesses, marketing merchandise, and the degree to which they are so administrated is the degree to which they will fail; that schools are not factories generating capitol goods, and the degree to which they are so administrated is the degree to which they will fail.

A good example is the standard course in school administration called "School-Community Relations." This is a stark parallel to public relations courses in business. In fact, it is a course in how to build a wall between schools and their communities and then to control what kinds of information pass both ways over the wall. It is a study in how schools might "project an image." This attitude toward the public causes a separation between the schools and the parents of children in the schools -- it causes parents and children to be treated as "clients" of the school, as customers of schooling. The charade of "schools as business" is played out any number of ways. Evaluation is based often on what is "cost-effective," using the same criteria as businesses use: hence, technology became a fascination in schools because business had found technology cost-effective so schools would surely find it so too.

Schools and the entire field of education are in desperate search of a philosophy specific to the great task of educating children. The borrowing of a philosophy of school administration from the philosophy of administration in private enterprise has created an entire generation of educators with a "business/profit" mindset. It has been a disastrous state of affairs and is partly to blame for our unsafe schools.

4) Collective bargaining: This horrendous development was inevitable, given the above observations. With teachers as union and administrators as management, the business orientation in schools will probably be perpetuated. Models of administration of schools must begin to relax the current tension between teachers and administration. One of the best ways to relax the tension is to keep schools small and intimate, and to allow schools to be administrated only by teachers. A master teacher could take a breather from the classroom by administering the school for several years, then return to the classroom. To create a new management class called school administrators is to dilute the learning atmosphere in the school with a union-management atmosphere. That atmosphere has not been "learning-efficient" nor "cost-effective."

5) The school community: If parents are not involved in the learning of the children, and if they do not reinforce the efforts of the school, the chances are learning will fail. This is why desperate family situations undermine the efforts of the school, why communities which are sociological disaster areas are also educative disasters.

In an era of "back to basics", this is a difficult pill to swallow. To suggest that somehow the school has to be concerned with the atmosphere in the community and the family situation of the student seems to suggest the schools have to be "all things to all people." No. Schools are not panaceas for the problems of society, but neither can they be impersonal monoliths totally walled away from local realities. In every way possible, the community should be part of the learning of its children. Where the community is not involved, the schools decline in effectiveness. Therefore, communities are "basic" to education.

The school can become an important place in every community, and it can actually motivate declining communities to revitalize. But in order for this to occur teachers and administrators must have a feeling and a human sensitivity for the community, must feel akin to the community, and they must work to establish a reciprocal relationship between the community and the school. This goes a long way toward explaining why we must get rid of the notion that "anyone can teach." It will take a very special kind of professional teacher to respond to the needs of the urban environment. The rewards will be five-fold if we find that person and train him or her well. This is where the money should go to revitalize urban schools:

60% - into salaries for more teachers in urban schools, including incentive pay for master teachers

20% - into revitalizing urban school buildings -- NOT rebuilding, just basic repairs, carpeting and paint.

15% - community education programs which are designed to bring the school and community into a partnership in the task at hand

5% - continued research in the genre of your Safe School Study Phase III, studying what kinds of administrative models work, what kinds of teaching methods, what kinds of attitudes need to be cultivated on staff and in the community and among the students.

Finally, I would like to recommend to your attention the McPartland and McDill study on violence and vandalism in the schools. The more I address this topic with school personnel and with legislators, the more I find their study important. They are especially strong in their understanding of the dynamics of motivating students through school responsiveness and access to decisions made in their own interest.

NIE should be congratulated on a very good study. Hopefully, soon, the time for this sort of broad-based long-term national work will be over and action can be directed to the insistent problems. Generations of students are passing through as we confer.

Truly,

Philip F. Deaver
Center for Continuing Education
Murray State University

(insert 1W-o/c)

THOMAS HALATYN AND ASSOCIATES
Evaluation and Research
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February 24, 1978

Mr. Gordon Raley
COMMITTEE ON EDUCATION AND LABOR
Subcommittee on Economic Opportunity
Room 320, Cannon House Office Building
Washington, D.C. 20515

Dear Gordon:

Per your request, I am enclosing a critique of the Safe School Study. Since I never did receive a written request to submit a written statement, I hope that your "telephone" solicitation still stands. Since you also noted that my statement would be published in the subcommittee report, would you keep me informed as to when such a document would appear?

I am assuming that you received, or will receive, a copy of my statement before Senator Roberti's subcommittee. If not, myself or Ray Labov would be glad to provide you with one as well as a copy of my consultant report to the Social Action Research Center.

Please drop me a card acknowledging receipt of this material, since I am not sure if it will arrive by March 1, 1978.

Cordially,

THOMAS HALATYN
Research Consultant

TH/st

Enclosure

THE INFLUENCE OF THE SAFE SCHOOL STUDY UPON PREVENTION PLANNING: SOME ANSWERS AND REMAINING QUESTIONS

THOMAS V. HALATYN
Research Consultant

The Safe School Study represents, to date, the superior study of the school crime problem. This was forecast in 1975, when I had the opportunity to review the original RFP material. At that time it seemed apparent, that if the national survey design was even roughly implemented as proposed, the results would provide the first "accurate" picture of the growth and current status of the problem. I do not mean to detract from the survey efforts of Research for Better Schools. National Association of Secondary School Principles, Senator Birch Bayh, or other recent attempts to describe the extent of the problem. However, it should be acknowledged that these other efforts represented "quick" incident and/or cost surveys undertaken to raise the public's awareness of the problem, its growth, or to supplement the description of existing prevention efforts. As such, these awareness raising surveys lack the sophistication or rigor in terms of sampling strategy and instrument design represented by the Safe School Study.

Of the Safe School Study, the NIE segment is of greater importance to this critique. It is the NIE sub-study which "...was designed to provide some guidance for the development of policy and program initiatives to assist schools in crime prevention." It is therefore interesting to review the envisioned importance of the NIE effort to prevention planning. The conceptual framework of the NIE sub-study assumes that instruments designed to answer key questions and distributed to a variety of school groups as part of three complimentary sub-studies—could provide data for two purposes, i.e., (1) Descriptive information on the incidence of crime in schools and, (2) Shed light on the causes of school crime.

While knowledge of the causes of any social problem is generally assumed to be important for prevention planning, there is some question as to whether such information is always necessary. Let's assume for a moment that hardening the target methods (surveillance, security, monitoring, alarm systems, lighting, etc.) are shown to be effective in reducing school crime. The subsequent evaluation of such an effort results in a 50 percent reduction of person offenses and a 40 percent reduction of property offenses. This effort is atheoretical, that is, does not involve any assumed cause(s) of school crime. However, since it seems to be successful in reducing the problem, is there some greater responsibility to directly attack the specific causes of school crime? To answer this question, we must weigh a variety of factors. First, it has been long known that the identification of causal relationships is the single most difficult task of the social sciences. The NIE sub-study contains some cautionary remarks to this effect (correlation is not necessarily causation) which often appear in studies of social science phenomenon. Secondly, if it is well known that causal relationships are hard to identify, should prevention efforts be based upon such speculative findings? And, if "...hardening the target" efforts succeed in reducing the problem, why should schools be concerned with anything else? Next we must question whether the hardening the target approach may make the specific school safer but "displaces" the crime to another school or location in the community. Does the school have the responsibility to reduce crime on property other than its own immediate school grounds? Finally, we must question whether there is some obligation moral or otherwise to base prevention efforts upon the possible causes of school crime given that an atheoretical effort is "successful" and causal identification is at best an educated guess? The concerns do not stop with the above issues, and become more complex when considered in light with each other. The reason that I raised this issue is the NIE sub-study makes the usual assumption about cause and prevention when in fact I think that policy action is complex beyond the inconclusive causal relationships identified by social scientists.

While the issue of causation and prevention is not specifically directed at the NIE study, the conceptual framework of this study does fail to answer several questions. Probably the weakest aspect of the NIE study has to do, not with the value of causal inference to prevention, but rather how its descriptive element fails to answer several questions crucial to property crime prevention. As I noted in a consultant report submitted to the Social Action Research Center (San Rafael) and in subsequent testimony before Senator Roberti's Joint Committee for the Revision of the Penal Code, better knowledge of the characteristics of offenders against property (vandalism, burglary, arson, etc.) would allow the assessment and implementation of appropriate prevention measures. To demonstrate the importance of this information, I attempted to show that the number of offenders and their living locations in relation to the vandalized school and whether they were attending school had important implications to the potential success of "in-school," hardening the target, or other prevention methods. For example, if 60 percent of vandals are not attending school or attending a school that they do not attack, an in-school prevention effort involving governance, student rights, or any other aspect of the functioning of the school will only have limited value. Further, if vandals are not attending school, a security oriented prevention effort would be more successful since it is not based upon any assumed offender specific characteristics.

If we examine the extent to which the NIE effort was successful in identifying the characteristics of property offenders, we note that the conceptual design through instrument construction is more oriented to the collection of victimization data regarding person offenses. Although the design calls for detailed knowledge regarding "who...is doing what to what," the extent to which this information was obtained is only partly satisfactory. This limitation is acknowledged in the executive summary where it is noted "It must be remembered, however, that unlike the self-reporting of victims, information about offenders comes from someone other than the offender--in this case, either from the principal or from the teacher or student victims." Obviously knowledge of property offenders is not going to come from the victims of assaultive offenses and can only be crudely estimated by principals or teachers. Also, since most such property crimes are not "cleared," knowledge of offenders can only come via the offenders themselves. Conceptually, it seems that the logical method for collecting this information would be to undertake self-report surveys at schools reporting substantial rates of vandalism. By applying a stratified random sampling method at schools, estimates of the number of property offenses accounted for by in-school students during a selected reporting period could be obtained.

The NIE report notes that, "...with the exception of trespassing and breaking and entering, the great majority of all reported offenses in schools were committed by current students at the schools in question." Here I am somewhat puzzled by where knowledge of vandals would come from if, again, the study design acknowledges that it relied solely upon the estimate of principals or teachers rather than self-report findings provided by offenders. Knowing the limitations of the instrument design and the unreliability of law enforcement, teacher or principal estimates regarding many property offenses, I am surprised that vandalism, burglary, and arson were not added as "unknowns" to trespassing and breaking and entering. If they are not added as unknowns, I would request that NIE take a more critical stance towards the reporting of property crimes by school personnel.

Elsewhere in the executive summary, it is noted that, "the presence of non-student youth around school, cited by principals as a problem. Evidently, they increase the school's risk of property loss." This seems to be one way of saying that the non-student either provokes student youth to commit crimes against property or they themselves may be the offenders. This statement, as I interpret it, acknowledges that little is known about who actually commits many types of crime against property.

In conclusion, it seems that while the NIE study has made remarkable inroads into the understanding of school crime and assisting proper prevention planning, the design of the study did not address descriptive issues of property crime as well as those of person crimes. Obviously, financial restraints are prohibitive and must certainly guide study priorities. Nevertheless, the conclusiveness of prevention planning oriented towards person and property crime should reflect the descriptive limitations of the study effort. In this case, it seems that NIE's conceptual design does not produce conclusive descriptive information regarding property offenders. Therefore, the extent to which the Safe School Study can assist in the planning of appropriate property crime prevention (as exemplified by the student/nonstudent issue above) is less than the extent to which it can assist with prevention planning pertinent to person offenses.

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March 10, 1978

Mr. William F. Causey, Counsel
U. S. House of Representatives
Committee on Education and Labor
Subcommittee on Economic Opportunity
Room 320, Cannon House Office Building
Washington, D. C. 20515

Dear Mr. Causey:

I have enclosed ten copies of testimony relating to the area of school violence and vandalism, prepared pursuant to your letter of January 17, 1978. The testimony addresses the need for four basic research areas on school crime. These needs are:

(1) The need for research on student discipline,
(2) The need for a future national assessment of school crime,
(3) The need for further policy analyses of the Safe School Study, and
(4) The need for a uniform methodology for assessing school crime at the school district level.

In part, the testimony is based on my own experience and observations in several of our nation's schools. Indeed, the "needs" for action to prevent crime in our nation's schools are broader and deeper than the research areas the testimony addresses. However, the insight learned from well thought-out research can be a valuable input to the root causes of this important social problem. I hope the Subcommittee finds the testimony useful and is able to come forth with effective policies as a result of the hearings.

Thank you for the opportunity to give the testimony. If I can be of any further assistance to you and your staff, please contact me.

Sincerely,

David L. Bayless

David L. Bayless
Project Director
Safe School Study

DLB/ljh

Enclosures

(919) 541-6000 FROM RALEIGH, DURHAM AND CHAPEL HILL

CONGRESS OF THE UNITED STATES
HOUSE OF REPRESENTATIVES
Committee on Education and Labor
Subcommittee on Economic Opportunity

Substantive and Research Issues of Assessing Crime in our Nation's Schools

Dr. David L. Bayless*
Senior Statistical Scientist
Research Triangle Institute
Research Triangle Park, North Carolina

For the past two and one-half years, I have served as the Project Director of the Safe School Study at the Research Triangle Institute (RTI). The Research Triangle Institute served as contractor to the National Institute of Education (NIE) and was responsible for the study's statistical methodology, data collection, processing, and analyses, and worked closely with NIE in interpreting the study results. More than 77 RTI staff members were involved in the study at one time or another, plus 45 full-time and part-time interviewers. This study resulted in a data base of about 14 million items of information obtained and processed by RTI survey staff, computer analysts, and data handling specialists.

RTI researchers also coordinated the design, and data collection and report writing of the ten case studies of the project.

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*I would like to acknowledge my RTI colleagues Dr. James Collins, a criminologist, and Dr. George Dunteman, a psychometrician, for their substantive input to this testimony and Mr. X. Larrabee for his editorial review.

The survey data included the number and type of personal attacks occurring during the survey period, the cost of replacement or repair to damaged or stolen property, prevention and control measures used by the schools, and individuals' attitudes and experiences concerning risk and victimization among teachers and students.

This testimony addresses the need for four basic research areas on school crime. These needs are:

(1) The need for research on student discipline,
(2) The need for future national assessments of school crime,
(3) The need for further policy analyses of the Safe School Study data, and
(4) The need for a uniform methodology for assessing school crime at the school district level.

Indeed, other research areas have been advocated by others who have testified before the Subcommittee. This testimony is based on my own experiences and observations in several of our nation's schools. Listening "first hand" to their side of the story was a unique professional experience. It is my view if Congress fails to take some action, based on the Safe School Study findings, they will miss an opportunity to impact both educational and crime problems; and will risk further deterioration in the nation's quality of life.

The Need for Research on Student Discipline

In the conduct of the Safe School Study, elementary and secondary principals, secondary teachers, and secondary students were asked to make recommendations for reducing vandalism, personal attacks, and theft. Questions were posed in an open-ended fashion. The major recommendations to improve the situation and the percentages of principals, secondary teachers, and students making them were:

	Percentage		
Recommendations	Principal	Secondary Teacher	Secondary Student
1. Discipline & Supervision	15	42	34
2. Parental Involvement and Community Relations	12	16	
3. Improve School Climate	11	11	5
4. Training and Organization Change	8	9	3
5. Security Devices	5	6	9
6. Security Personnel	5	10	17
7. Curriculum and Counseling	3	6	2
8. Physical Plant Improvement	2	3	.4

(See Table B-7.2 of Volume I of Safe School Study Report.)

These recommendations cannot be assumed to be the final word but they do represent the beliefs of a nationwide survey of people who are the victims of school crime. Observe that "discipline and supervison" ranks highest on the list of recommendations. "Parental involvement and community relations", which ranks second, is probably relateo to student discipline. The second recommendation probably indicates the principals and teachers are asking for the assistance of the parents and the community on the problem of student discipline when the students are not in school.

Congress would be well advised to take notice of this important finding and direct the Executive Branch of Government to make legislative proposals that provide alternative approaches to the problem(s) of student discipline. It is the sincere view of this researcher that new approaches should initially be implemented in schools on an evaluative basis. In this way, carefully designed and controlled experiments can be analyzed to assess which of these interventions show promise of working.

During my travels from school to school in the Safe School Study, it was most apparent that the school people are "sick and tired" of superficial programs that are not supported by research. In reviewing many evaluation research studies that have been conducted to date, few meet the technical quality standards that can provide school people with answers to their school crime problems.

Discipline is perceived as a major problem by students, teachers, and principals alike. Not only do unruly students pose a personal threat to other students and to school staff, they interrupt the learning process to such an extent that some schools are more like custodial institutions than learning institutions. This could certainly be an important factor in the SAT score decline over the past few years, although it has not been explicitly mentioned by the College Entrance Examination Board Panel that was commissioned to study the decline. About every possible evaluation was voiced except for this rather obvious possibility. This is not to say that unruly student behavior explains all of the SAT score decline, but it could explain a significant portion of it. A major research issue that could be addressed is the relationship between school crime and SAT scores or other educational performance indices such as those reported by the National Assessment of Educational Progress (NAEP).

There are, of course, no easy solutions for coping with the problems caused by unruly students. However, it is obvious that disruptive students must be disciplined in a firm and consistent but fair manner. In order to do this, the school administration must have the authority, backed by the school board, to pursue alternative courses of action necessary to reduce the multi-faceted problems caused by disruptive students. As mentioned above, evaluative research is needed to study which course of action or intervention should be used. This may mean the creation of special schools for disruptive students. Some evidence indicates that only a small percentage of the students are causing the majority of the problems associated with "crime" in the schools. Society certainly could not exist if it did not isolate its most "disruptive" citizens from the remainder of the population. Organizations could not function effectively if they had no control over the behavior of their members through the ultimate threat of termination. Likewise, schools can not be expected to fulfill their societal goals if the control over student behavior is lax or nonexistent.

Fair rules of student conduct must be specified and followed to the letter. If the rules are fair and strictly enforced, this may significantly reduce problem behavior. For those disruptive students whose behavior can not be handled through normal disciplinary channels, a reasonable recourse would be to put them in special schools. Most of these students would need special services (e.g., psychiatric, medical, counseling, remedial). The regular schools are presently ill equipped to provide these services. Therefore, students might develop better in a supportive environment providing these critical services. These schools should not be considered as punitive in nature, but rather as remedial and supportive institutions.

The Need for a National Assessment of School Crime in the Future

Given the public's interest in objective information about the magnitude of crime in our nation's schools, there seems to be a need to continue safe school studies on a periodic basis. These assessments will provide an objective estimate of the growth or decline of the problem over time.

To date, no such estimates exist, although the Safe School Study would serve as an excellent benchmark for such a series of assessments and does indicate a rather consistent trend over the last five school years. This trend is based purely on the perception of the principals of a nationwide sample of principals about the seriousness of school crime. Adoption and, in some cases, alterations to the methodology developed for the Safe School Study can serve as an excellent base for the development of such an assessment.

In addition, the assessment should consider a longitudinal component as a means to measure the multiplicity of certain incidents by victims. This effort would also provide more precise estimates over a given time period, for example, the percent of students and teachers victimized in a given school year.

In the implementation of such an idea, the backing and support of Congress is a definite need as a means to let the public school officials know how important their participation is, and it is also a means to inform school officials that Congress is interested in informing the public in an objective and unbiased fashion about the level of crime in our nation's schools. A Congressional mandate for such information is one means to gain the cooperation of the nation's school systems and schools.

The Need for Further Analyses of the Safe School Study Data

The data which were collected for the Safe School Study provide a unique opportunity to further address policy issues of the problems of crime in our nation's schools. These data are analogous to the victimization surveys begun about five years ago on a national level. The national surveys were started because the crime problem is not adequately measured by official statistics. When victims report offenses committed against them, as they do in these national surveys and as they did in the Safe School Study, they also provide details about the offense, its context and circumstances. Each survey compiles details about crimes against persons. The Safe School Study also collected information about the attitudes and policies of teachers and school principals. The rich offense detail, coupled with the measures of administrative attitudes and practices in the data, make it appropriate for addressing two related national policy issues -- crime and education. Other research in crime indicates there are important relationships between people's attitudes and the contexts in which personal injury offenses are committed.

Several national issues are concerned with issues also addressed by the Safe School data. The Juvenile Justice and Delinquency Prevention Act of 1974 explicitly recognizes the relationship between education and juvenile delinquency. This Act also provides some funding for programs and research to be administered through the Office of Juvenile Justice and Delinquency Prevention (OJJDP), a division of the Law Enforcement Assistance Administration (LEAA).

The relationship between school disruption and diminished capacity of schools to provide high quality education has also been explicitly recognized as an issue at the national level. The recent activities of the National Institute of Education are only one manifestation of their concern. Further, there may also be a relationship between recent movements to introduce competency testing to measure and improve educational performance and the problem of school crime and disruption, for example, "What happens to those students that are below the competency point?" "Do they take their 'failure status feelings' out on the schools and the community?" Another issue which has been given priority at the national level by an agency involved in national programs and research is violent crime. In its FY 1978 Plan, LEAA designated this to be an area in need of attention. These multiple indications of concern emphasize the importance of the issue we raise here.

Because Safe School Study data are relevant to these and other areas of current national concern, we hope they are used to help address the issues. A variety of important topics with policy implications may be appropriately analyzed with the existing Safe School Study data. A few are:

(1) Relationships among administrative practices, educational policies and rates of school violence, theft or property destruction (administrative focus),

(2) Affect of environmental factors or design on rates of violence and injury to victims (architecture),

(3) Relationship between rates of alcohol or drug use and victimization rates (substance abuse).

It would be unfortunate not to explore the potential for research and program development already existing in the Safe School data. In some ways the school setting, because it is well defined and relatively isolated, offers an ideal setting for such activities. Costs may be controlled more easily, and evaluation of program impacts would be easier to carry out.

The Need for a Uniform Methodology for Assessing School Crime at the District Level

In collecting the data for the Safe School Study from the sample of districts and schools throughout the nation, on occasion there was an opportunity to discuss the types of information and the methods currently used to collect data on school crime. It is safe to say that there is considerable variation in the types of incidents as they are defined, recorded and measured from district to district.

As a means to obtain more uniform, consistent, and objective data, there is a definite need for a federal agency to develop a standard methodology and guidelines that could be implemented at the school district level. The major net benefit of such a methodology would be that if a school system elected to use it, there would be an objective means of pulling together the locally collected information to obtain more consistent estimates of the incidence of crime in our nation's schools.

Some local educators fear the development and implementation of such a system in that they are concerned that the public's misuse of comparing their estimates to those of other districts could be used as a means to attack education. This is a valid, practical concern and should be dealt with in the development of any methodology. One essential element of such a methodology would be to protect the confidentiality of the responses made by the principals, students, and teachers. Measures of this type were developed for the Safe School Study and these would be of considerable use to future school district level data collection projects. There is a definite need for funds to adapt and redevelop the methodology so that it can be applied locally. It is our view that Congress would be wise to encourage the Executive Branch to undertake such a project.

MAR 2 1978

NASSD

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February 28, 1978

Mr. William F. Causey, Counsel
Subcommittee on Economic Opportunity
Committee on Education and Labor
House of Representatives
Cannon House Office Building, Room 320
Washington, D.C. 20515

Dear Mr. Causey:

In response to your recent request I have enclosed a statement for the Subcommittee containing my comments with regard to the Safe School Study conducted by the National Institute of Education.

I would like to thank you for soliciting my comments and, on behalf of the Association, I would like to commend the Subcommittee for their interest and efforts to make schools safe and secure.

In the event that I can be of any further assistance to you, or the Subcommittee, do not hesitate to call upon me.

Sincerely yours,

Joseph I. Grealy

Joseph I. Grealy
President

JIG:cmw
Encl.

STATEMENT OF JOSEPH I. GREALY, PRESIDENT, NATIONAL ASSOCIATION OF SCHOOL SECURITY DIRECTORS

THE NATIONAL INSTITUTE OF EDUCATION OF HEW IS TO BE COMMENDED FOR ITS SAFE SCHOOL STUDY WHICH BEARS OUT MY PREVIOUS TESTIMONY BEFORE THE CONGRESS THAT SERIOUS AND COSTLY PROBLEMS DO EXIST IN OUR SCHOOLS AND ARE INTERFERING WITH THE NORMAL EDUCATIONAL PROCESS.

WHEREAS IN THE LATE 1960'S AND EARLY 1970'S SERIOUS GROUP ACTIONS OF VIOLENCE AND DESTRUCTION TOOK PLACE, IN THE FOLLOWING YEARS THE NATURE OF SCHO CRIME CHANGED TO A MORE INDIVIDUALIZED ACTIVITY. THE FBI'S UNIFORM CRIME REPORT 1975 DETAILED THE TREMENDOUS INCREASE OF JUVENILE INVOLVEMENT IN SERIOUS CRIME AND GENERATED THESE COMMENTS FROM CLARENCE KELLEY, DIRECTOR OF THE FBI:

> "Juvenile criminality is a crisis of staggering dimensions with profound implications for our nation's future."
>
> "The statistics concerning this category of crime offenders are grim. In 1975 one out of every four persons arrested in the United States was under 18 years of age. Individuals in this age group comprised 23 percent of all arrests for violent crimes, 43 percent of all arrests for serious crimes and almost half of all arrests for property crimes. One of every ten persons arrested for murder had not reached the age of 18. During the period 1960-75 arrests of these young offenders for serious crime increased 144 percent."

DURING THAT PERIOD JUVENILE DETENTIONS WERE DRASTICALLY DECREASED AND SCHOOL SUSPENSIONS WERE GREATLY CURTAILED. AS A RESULT CRIMINALLY INVOLVED AND DISRUPTIVE YOUTH WERE KEPT IN OR SENT BACK TO SCHOOL. THE EFFECT ON SCHOOLS IS CLARIFIED IN THE NIE STUDY WHICH FOUND THAT ALTHOUGH TEENAGE YOUTH MAY SPEND AT MOST 25 PERCENT OF THEIR TIME IN SCHOOL, 40 PERCENT OF THE ROBBERIES AND 36 PERCENT OF THE ASSAULTS ON URBAN TEENAGERS OCCURRED IN SCHOOL. A REMARKABLE 68 PERCENT OF THE ROBBERIES AND 50 PERCENT OF THE ASSAULTS ON YOUNGSTERS AGED 12 TO 15 OCCURRED AT SCHOOL. ONLY 17 TO 19 PERCENT OF THE VIOLENT OFFENSES AGAINST URBAN YOUTH IN THIS AGE GROUP TOOK PLACE IN THE STREETS.

CONFIRMING THE CHANGE IN THE TYPE OF SCHOOL CRIME WAS THE SURVEY'S FINDING THAT THEFT IS CLEARLY THE MOST WIDESPREAD OF THE PERSONNEL OFFENSES MEASURED. ASSAULTS ON TEACHERS AND STUDENTS WAS ALSO FOUND TO BE SERIOUS AND PREVALENT IN THE SCHOOLS.

PROPERTY OFFENSES INCLUDED TRESPASSING, BREAKING AND ENTERING, THEFT OF SCHOOL PROPERTY AND DELIBERATE PROPERTY DESTRUCTION, WITH PROPERTY DESTRUCTION BEING THE MAJOR PROBLEM.

SUCH CRIMES PLACE A TREMENDOUS STRAIN ON SCHOOL PERSONNEL AND SCHOOL DISTRICTS. TEACHERS FIND IT DIFFICULT TO TEACH AND THE STUDENTS' LEARNING ABILITY IS GREATLY IMPAIRED. OTHER SURVEYS REFLECT THAT THESE SCHOOL INCIDENTS CREATE FEAR IN THE MINDS OF TEACHERS AND STUDENTS EVEN TO THE EXTENT THAT AS MANY AS 20 PERCENT HESITATE TO USE RESTROOMS OR TO VISIT OTHER AREAS OF SCHOOL GROUNDS WHERE THESE CRIMINAL ACTS ARE COMMITTED.

SINCE EDUCATORS ARE NOT TRAINED OR EXPERIENCED IN DEALING WITH SUCH SERIOUS CRIMINAL ACTS SOMEONE EXPERIENCED IN THAT FIELD IS REQUIRED TO DRAW UP AN ADEQUATE PROGRAM, AS SUGGESTED IN THE NIE SURVEY, TO DEAL WITH THE PROBLEM.

THERE IS NO NEED TO INSTITUTE AN ARMED FORTRESS. ANY SCHOOL SECURITY PROGRAM, TO BE SUCCESSFUL MUST OPERATE AS AN INTEGRAL PART OF THE SCHOOL SYSTEM. IN THE SCHOOL BOARD OF BROWARD COUNTY, FLORIDA, A HUMAN RELATIONS SCHOOL SECURITY PROGRAM WAS FORMULATED WHICH INVOLVED STUDENTS, TEACHERS AND ADMINISTRATORS. FOR EXAMPLE, A RESOURCE PERSON, WITH LAW ENFORCEMENT EXPERIENCE AND AN ABILITY TO RELATE TO YOUNGSTERS, WAS ASSIGNED TO EACH HIGH SCHOOL AS PART OF THE STAFF AND UNDER THE JURISDICTION OF THE PRINCIPAL. HE IS NEITHER ARMED NOR IN UNIFORM. HE HANDLES ALL SAFETY AND SECURITY MATTERS AND RELIEVES THE PRINCIPAL AND TEACHERS OF A RESPONSIBILITY THAT THEY ARE NOT TRAINED TO DEAL WITH. RESULTS OF INQUIRIES ARE MADE AVAILABLE TO THE PRINCIPAL FOR HIS DECISION AS TO WHAT ACTION, IF ANY, SHOULD BE TAKEN. CRIMINAL ACTS ARE REFERRED TO LAW ENFORCEMENT AUTHORITIES BUT OUR EXPERIENCE HAS BEEN, EXCEPT

IN EXTREMELY SERIOUS CASES, THAT THEY DEFER TO THE ADMINISTRATIVE HANDLING BY THE SCHOOL.

WITH THIS TYPE OF PROGRAM WE WERE ABLE TO IMPLEMENT THE COURT-ORDERED INTEGRATION OF OUR SCHOOLS OVER A THREE YEAR PERIOD WITHOUT INTERRUPTING THEM FOR AS MUCH AS ONE HOUR OF ANY DAY.

THE U.S. LAW ENFORCEMENT ASSISTANCE ADMINISTRATION BECAME VERY AWARE, CONCERNED, AND INVOLVED IN THE SERIOUS CRIMES THAT HAVE CREATED A GRAVE THREAT TO THE ABILITY OF MANY SCHOOL DISTRICTS TO CARRY OUT THEIR PRIMARY FUNCTION -- QUALITY EDUCATION. AMONG THE MANY INVOLVEMENTS OF LEAA WAS ITS CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED) PROGRAM. IN A CONTRACT AWARDED TO A CONSORTIUM OF FIRMS HEADED BY THE WESTINGHOUSE ELECTRIC CORPORATION, THREE AREAS (SCHOOLS, RESIDENTIAL NEIGHBORHOODS, AND BUSINESS ESTABLISHMENTS) WERE TARGETED FOR DEMONSTRATION PROGRAMS FOR THE PURPOSE OF MAKING THEM LESS CONDUCIVE TO CRIME.

THE SCHOOL BOARD OF BROWARD COUNTY IN FORT LAUDERDALE, FLORIDA, ONE OF THE LARGEST IN THE COUNTRY, WAS SELECTED FOR THE SCHOOLS DEMONSTRATION BECAUSE OF ITS MANY COMPARATIVE ADVANTAGES, INCLUDING: RAPID AND REPRESENTATIVE GROWTH, A SUPERIOR DATA BASE AND REPORTING SYSTEM, AND THE OPENNESS OF ADMINISTRATORS IN ACKNOWLEDGING AND DEALING WITH SCHOOL CRIME. IN ADDITION TO PROVIDING FUNDS FOR IMPLEMENTATION AND EVALUATION OF THE DEMONSTRATION PROJECTS, THE LEAA GRANT TO THE BROWARD COUNTY SCHOOL SYSTEM PROVIDED FOR THE DRAWING UP OF GUIDELINES FOR A MODEL SCHOOL SECURITY PROGRAM AND REPORTING SYSTEM THAT COULD BE MADE AVAILABLE TO ALL SCHOOL DISTRICTS THROUGHOUT THE NATION FOR ASSISTANCE AND GUIDANCE IN DEALING WITH THEIR INDIVIDUAL SCHOOL PROBLEMS.

THE CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN PROGRAM WAS INITIATED IN 1974, AND THE SCHOOLS ENVIRONMENT WAS ONE OF THREE CATEGORIES TARGETED FOR A DEMONSTRATION OF CPTED CONCEPTS. THE CPTED APPROACH IS FOCUSED UPON THE INTERACTION BETWEEN HUMAN BEHAVIOR AND THE "BUILT ENVIRONMENT" WHICH INCLUDES BOTH THOSE ELEMENTS

THAT ARE NATURAL AND THAT ARE SHAPED BY MAN.

THE THRUST OF THE CPTED SCHOOLS DEMONSTRATION IN BROWARD COUNTY IS TO REDUCE THE INCIDENCE AND FEAR OF CRIME THROUGH THE PROPER DESIGN AND THE EFFECTIVE USE OF THE ENVIRONMENT. TO ACCOMPLISH THIS, CPTED INTEGRATES CRIME PREVENTION CONCEPTS BASED ON PHYSICAL DESIGN AND URBAN PLANNING, SOCIAL CONTROL, MANAGEMENT, AND LAW ENFORCEMENT METHODS. THIS COMPREHENSIVE APPROACH SUGGESTS THE DEVELOPMENT OF INNOVATIVE STRATEGIES TO DEAL WITH CRIME AND FEAR PROBLEMS.

VARIOUS STRATEGIES HAVE BEEN IMPLEMENTED IN FOUR HIGH SCHOOLS UNDER CPTED WITH A VIEW TO MAKING THEM LESS CONDUCIVE TO CRIME AND THE FEAR OF CRIME.

SOME OF THE STRATEGIES NOW IN PROCESS ARE THE FOLLOWING:

PARKING LOTS

SCHOOL PARKING LOTS ARE THE SCENE OF THEFTS, ASSAULTS AND DRUG ABUSE.

SCHOOL BUS DEPOTS HAVE BEEN RELOCATED ON THE SCHOOLS SO THAT ARRIVING AND DEPARTING STUDENTS ARE NOT IN THE IMMEDIATE VICINITY OF THE PARKING LOT.

THE LOTS ARE FENCED TO LIMIT ACCESS AND EGRESS TO AUTHORIZED USERS AND TO DENY ACCESS TO OUTSIDERS.

STUDENT PARKING LOT PATROLS APPRISE SCHOOL OFFICIALS OF ANY SUSPICIOUS ACTIVITY.

MINI-PLAZAS

UNUSED AREAS INSIDE THE SCHOOLS TEND TO BECOME UNSIGHTLY AND LIMIT THE TRAFFIC TO AND FROM CLASS.

MINI-PLAZAS CONSISTING OF TABLES AND SEATS HAVE BEEN INSERTED IN THESE AREAS TOGETHER WITH THE APPROPRIATE HEDGES, TREES AND FLOWERS MAKING THEM ATTRACTIVE AS WELL AS PURPOSEFUL. WHERE THE SCHOOL HAS A HORTICULTURAL PROGRAM, THE NURSERY WORK IS BEING DONE BY THE STUDENTS.

THE PLAZAS ARE USED FOR SOCIAL GATHERINGS, SNACK LUNCH AND CLUB MEETINGS.

MURALS

MURALS HAVE BEEN PAINTED ON THE INNER WALLS BY STUDENTS UNDER THE

GUIDANCE AND DIRECTION OF THE ART INSTRUCTOR. SOME HAVE BEEN PAINTED OVER A YEAR AGO AND THERE HAVE BEEN NO INSTANCES OF VANDALISM.

BICYCLE SECURITY

WITH THE ADVENT OF THREE-SPEEDS AND TEN-SPEEDS, BICYCLE THEFTS HAVE SOARED IN THIS COUNTRY. TO ALLEVIATE THE PROBLEM, SECURE AND NON-SECURE AREAS HAVE BEEN DESIGNATED FOR BICYCLES DRIVEN TO SCHOOL BY STUDENTS.

FOR THOSE STUDENTS WHO ATTEND HIGH SCHOOL FOR THE ENTIRE SCHOOL DAY THEIR BICYCLES ARE PLACED IN A SECURE AREA TOTALLY FENCED IN AND LOCKED OUTSIDE THE SCHOOL BUILDING. FOR THOSE NOT ATTENDING CLASSES FOR THE ENTIRE DAY, BICYCLE RACKS HAVE BEEN PROVIDED IN THE INTERIOR AREA OF THE SCHOOL WHERE THEY ARE LOCKED IN BY THE STUDENT BUT NOT ENCLOSED SO THE STUDENT CAN GET HIS BICYCLE WHEN HE IS FREE TO LEAVE. LOCATING THE RACK INSIDE THE SCHOOL BUILDING PROVIDES CONSTANT NATURAL SURVEILLANCE WHICH DETERS THEFT OR DESTRUCTION.

SCHOOL STRUCTURE

STATISTICAL DATA ON EACH SCHOOL POINTS UP THE AREAS OF CONCERN AS TO ASSAULTS, EXTORTIONS, SEX OFFENSES AND DRUG ABUSE, SUCH AREAS AS HIDDEN STAIRWELLS, SECLUDED WALKWAYS AND STRUCTURAL HAZARDS.

UNDER CPTED ARCHITECTURAL CHANGES HAVE REMOVED OBSTACLES TO IMPROVE THE FLOW OF STUDENT TRAFFIC, HIDDEN STAIR AREAS HAVE BEEN BLOCKED IN AND ACTIVITY HAS BEEN CREATED IN SECLUDED OR LITTLE USED AREAS.

RESTROOMS

THESE FACILITIES HAVE BEEN THE SCENES OF SERIOUS ASSAULTS, SEX OFFENSES, AND EXTORTIONS.

IN A SURVEY TAKEN IN THE HIGH SCHOOLS AT THE INCEPTION OF THE CPTED DEMONSTRATION, IT WAS DETERMINED THAT 20 PERCENT, ONE-FIFTH, OF THE STUDENTS WERE AFRAID TO USE THE RESTROOMS OUT OF FEAR OF BEING ASSAULTED OR ROBBED.

HEAVY DOORS ON THESE FACILITIES AFFORDED THE PERPETRATOR COVEPAGE AND PROTECTION. BY THE SAME TOKEN, IT CREATED INSECURITY FOR THE VICTIM.

IN LINE WITH THE CPTED PHILOSOPHY, THE DOORS WERE LOCKED IN AN OPEN POSITION DURING SCHOOL HOURS, TAKING AWAY THE OFFENDER'S COVER AND CREATING A SECURE FEELING FOR THE LEGITIMATE USER.

RADIOS

TWO-WAY RADIOS WERE ISSUED TO KEY PERSONNEL IN ONE SCHOOL EFFECTING IMMEDIATE AND CONTINUOUS COMMUNICATION AND QUICK RESPONSE TO EMERGENCY SITUATIONS.

ALARMS

THE FOUR SCHOOLS WERE ALARMED WITH AUDIO SYSTEMS TO PROTECT THEIR FACILITIES AND EQUIPMENT AGAINST VANDALISM AND THEFT DURING NON-SCHOOL HOURS.

SCHOOL PRECINCT

IN ONE SCHOOL COMPLEX CONSISTING OF A HIGH SCHOOL, A MIDDLE SCHOOL AND AN ELEMENTARY SCHOOL A SCHOOL PRECINCT, CONSISTING OF A PORTABLE, WAS CONSTRUCTED IMMEDIATELY IN FRONT OF THE HIGH SCHOOL. THE PURPOSE IS NOT ONLY TO CREATE A NATURAL POLICE PROTECTION FOR THE SCHOOL POPULATION, FACILITIES AND EQUIPMENT BUT TO ALSO EFFECT A CLOSE RELATIONSHIP AND UNDERSTANDING BETWEEN LAW ENFORCEMENT AND THE SCHOOL COMMUNITY.

THE PRECINCT IS USED BY THE BROWARD COUNTY SHERIFF'S OFFICE SHIFT CHANGES AND REGULAR POLICE FUNCTIONS. IN ADDITION, THE POLICE SPECIALIST AND TRUANCY SPECIALIST FOR THE YOUTH DEVELOPMENT DIVISION ARE ALSO STATIONED IN THIS FACILITY.

DURING THIS SCHOOL YEAR, A COMPLETE EVALUATION OF ALL OF THE STRATEGIES WILL BE COMPLETED.

THE GRANT CALLS FOR THE SCHOOL BOARD OF BROWARD COUNTY TO DRAW UP A MODEL SCHOOL SECURITY PROGRAM AND REPORTING SYSTEM WHICH WILL BE MADE AVAILABLE TO SCHOOL DISTRICTS THROUGHOUT THE COUNTRY.

THE MODEL SCHOOL SECURITY PROGRAM AND REPORTING SYSTEM HAVE BEEN FINALIZED FOR SUBMISSION TO LEAA AND EMULATION BY SCHOOL DISTRICTS DESIRING TO SET UP A SCHOOL SECURITY PROGRAM.

THE NIE SURVEY POINTS UP THE NEED FOR COLLECTING DATA BASED ON DOCUMENT-

ED SCHOOL INCIDENTS SO THAT THE TRUE PICTURE OF SCHOOL CRIME CAN BE DEVELOPED. THE MODEL SCHOOL SECURITY REPORTING SYSTEM SHOULD BE USED AS A BASIS FOR DEVELOPING A NATION-WIDE UNIFORM REPORTING OF SCHOOL CRIME AND VIOLENCE. SINCE STATE LAW ENFORCEMENT BUREAUS AND THE FBI ARE ALREADY COLLECTING AND DISSEMINATING SUCH DATA THEIR FACILITIES SHOULD BE UTILIZED WITH THE COOPERATION OF THE STATE DEPARTMENTS OF EDUCATION AND THE OFFICE OF EDUCATION OF HEW.

MOST OF THE CRIMES INVOLVING SCHOOL PROPERTY AND FACILITIES OCCUR DURING NON-SCHOOL HOURS. THE BEST PROTECTION AGAINST SUCH CRIMINAL ACTIVITY IS A GOOD ALARM SYSTEM. THE SURVEY INDICATED THAT MANY PRINCIPALS FOUND ELECTRONIC DEVICES UNDEPENDABLE. THIS AGAIN POINTS UP THE FACT THAT EDUCATORS DO NOT HAVE THE TRAINING OR BACKGROUND TO EXAMINE AND DETERMINE WHAT EQUIPMENT WILL PROVIDE THEM THE BEST PROTECTION AT THE MOST ECONOMICAL PRICE. IF SUCH TECHNICAL ASSISTANCE IS NOT AVAILABLE TO A SCHOOL SYSTEM IT SHOULD BE SOLICITED.

THE PRIME RESPONSIBILITY OF SCHOOL DISTRICTS IS TO PROVIDE QUALITY EDUCATION. THIS IS BECOMING MORE DIFFICULT BECAUSE OF THE SERIOUS AND COSTLY ACTS OF VIOLENCE AND VANDALISM TAKING PLACE IN OUR SCHOOLS. INCIDENTS WHICH EDUCATORS ARE NOT TRAINED TO DEAL WITH AND WHICH ARE DRAINING SORELY NEEDED FUNDS FROM SCHOOL BUDGETS THAT ARE ALREADY HARD PRESSED.

SCHOOLS HAVE THE JUVENILES IN THEIR CUSTODY EACH SCHOOL DAY AND THROUGH THEIR UNLIMITED RESOURCES HAVE THE BEST OPPORTUNITY OF GUIDING AND DIRECTING THEM SO THAT THEY DO NOT BECOME PART OF THE JUVENILE JUSTICE SYSTEM. A GOOD EDUCATION IS THEIR BEST DEFENSE AGAINST SUCH A DISASTEROUS FATE.

THE TREMENDOUS INCREASE IN JUVENILE CRIME WHICH, ACCORDING TO THE SURVEY, IS SETTLING IN OUR SCHOOL SYSTEMS, MUST BE LESSENED AND HOPEFULLY ELIMINATED. ALTHOUGH THE NASSD HAS TAKEN AN ACTIVE PART IN FIGHTING SCHOOL CRIME IT REQUIRES A COMPREHENSIVE PROGRAM COMPOSED OF ALL INTERESTED PARTIES ON THE LOCAL LEVEL WITH STRONG SUPPORT AT THE NATIONAL LEVEL FROM THE CONGRESS AND GOVERNMENTAL AGENCIES.

THE SUBCOMMITTEE SHOULD CONSIDER THE FOLLOWING AND WHERE APPROPRIATE ENACT THE NECESSARY LEGISLATION TO ACCOMPLISH THEM:

1. PROVIDE FUNDING OVER A THREE YEAR PERIOD TO HELP SCHOOL DEVELOP SCHOOL SECURITY PROGRAMS AS WAS DONE IN THE SCHOOL BOARD OF BROWARD COUNTY AND TO EMULATE THE STRATEGIES DEVELOPED IN THE LEAA CPTED SCHOOL DEMONSTRATION..1st YEAR 30 MILLION DOLLARS; 2nd YEAR..50 MILLION DOLLARS; 3rd YEAR..75 MILLION DOLLARS;

2. ENACT LEGISLATION TO EFFECT UNIFORM SCHOOL REPORTING;

3. EFFECT MORE INVOLVEMENT ON THE PART OF LEAA AND THE OFFICE OF EDUCATION IN DEALING WITH SCHOOL VIOLENCE AND VANDALISM;

4. INSURE THAT THE SCHOOL RESOURCE CENTER, TO PROVIDE TRAINING, RESOURCES AND TECHNICAL ASSISTANCE, BE IMPLEMENTED WITHOUT FURTHER DELAY.

Center For School Security Technology & Training

Jersey City State College, 2039 Kennedy Boulevard, Jersey City, New Jersey 07305, (201) 547-3311

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Former Chief of Security
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February 17, 1978

Honorable Ike Andrews, Chairman
Subcommittee on Economic Opportunity
Committee on Education and Labor
U.S. House of Representatives
Washington, D. C. 20515

Dear Congressman Andrews:

Thank you for inviting me to submit a statement for the hearing record on the National Institute of Education Safe School Study and the area of school violence and vandalism.

Yours sincerely,

Charles Schnabolk
Charles Schnabolk, P.E.
Executive Director
Center for School Security Technology & Training
Jersey City State College

CS:fjh

Congressman Ike Andrews February 17, 1978

Our Center has closely followed the development of the Safe School Study since its inception - and we are still trying to determine why this type of survey was mandated by Congress. The statistical data resulting from the survey offers no new revelations, and the only social value it could conceivably provide is to educate the totally uninformed. Most of the questions used throughout the various phases of the study avoid sensitive areas, are generally irrelevant, emphasizes unimportant characteristics... and by addressing itself primarily to School Principals, the tabulated data become highly suspect. One obvious (and dangerous) interpretation of the survey would suggest the disorders in schools will eventually disappear if a formal policy of benign neglect is applied. Hopefully, this Subcommittee Hearing will produce more positive recommendations because the situation is getting worse. (There may be a leveling off of "violent" crime in our schools, but the number of incidents of vandalism and disruptions is increasing every year.)

The agency that monitored this Survey (NIE) could have obtained similar statistics by integrating current FBI reports on juvenile crime with annual expenditures made by School Board Business Administrators to replace vandalized or stolen equipment. This simplistic approach would have produced data identical to the Safe School Study and for a lot less effort, i.e.: (a) more funds are spent on protecting and replacing equipment than on textbooks; and (b) crime on city streets has decreased because 50% of the criminals in the country are eighteen (18) or under and are committing their illegal activities in the school corridors.

> *The NIE Survey attempted to "discover" a problem that we know exists, when it should have concentrated on solutions that are innovated and appropriate. The survey carefully avoided subjects that were controversial and the results will not influence anyone to change their existing policy...*

If a Federally sponsored survey is to serve any useful purpose, it should be designed to make Congress aware of the desperate need that exists in our school systems to have information available to help administrators conduct audits of their own system. Educators must be re-trained (and replaced?) so that they understand that security must become an inherent function of an administrators responsibility. Congress should establish a centralized agency to act as a clearinghouse of information - and it should operate completely divorced from existing Law Enforcement type organizations. Treating school security as a police function inadvertently creates more problems than solutions. (The only common traits shared by Policemen and School Administrators is their inability to cope with different levels of disruption/disorders. The "cop" tends to apply more force than necessary and the educators usually try to avoid any confrontation. Both approaches are wrong...re-educating Police is just as urgently needed as re-educating the School Administrator.)

- OTHER LIMITATIONS OF THE STUDY -

1. The School Principal must be encouraged to expose problem situations without feeling that it would jeopardize his career. The existing

atmosphere in our nation's schools was created by a permissive society and involved the entire community - not just one building. A survey does little to expose this lack of communication within most School Districts.

2. When funds are appropriated for protection type equipment (alarms... locks...etc.), they are almost always selected by the Business Administrator with the same approach used to purchase textbooks and pencils. It is a strange situation when so much engineering skills are applied to design and construct a new school building - and then we eliminate all engineering techniques when equipment is purchased to protect that very same building. As a result, the alarms in our schools are poorly made, incorrectly installed and rarely ever maintained. In the last two years the countries school systems purchased more protection equipment than any other single industry - and vandalism continues to increase at the same rate as it did prior to the purchases.

   Many alarm manufacturers "test" their new products on school walls rather than in a laboratory - and any one with a staple gun can call himself an alarm installer. The Safe School Study *very cautiously covers this topic, which is one of the most important one facing administrators today.* MOST SCHOOLS WOULD BE BETTER PROTECTED BY NAILING A SIGN ON THE FRONT DOOR....... *"Beware of Dog"*.

3. When school guards are needed to control major problems in the corridors, it is the PTA type community organization that initially rejects the use of this type of manpower since they are fearful that the image created is similar to a prison, which would affect property values. When they eventually allow the use of guards, they do so with such zealous suddenness that the people hired are not properly trained and are often politically connected. The problem then shifts from protecting the corridors to controlling the guard force. This process is repeated every day in many school districts. While the Safe School Study does strongly suggest that guards are helpful and stresses the need for training - it does not list any procedure for hiring or type of training. (A significant number of School Guard Forces pose a greater threat to the safety of school personnel than the student body.)

4. Another important area totally neglected by the survey and probably not discussed at the Subcommittee Hearing, is the relationship between local Police and the School Administration. By virtue of the differences in the educational level of the two groups (and the personality traits), it is obvious that they will not cooperate without establishing a formal program. The survey gave very little attention to the police role in school safety, a topic that should be strongly emphasized. At least 25% of the questionnaires should have been addressed to Police Departments since they ultimately must get involved. (Sometimes they respond to minor disorders inside schools...with drawn guns.)

In summation, the survey has done a lot of good by drawing attention to the fact that: (a) schools have a serious problem; and (b) no one in the Federal Government is doing anything to alleviate it or assist the School Administration to better control it. The major failing of the NIE Survey is that it took three years to get published - a period of time that could have been put to better use.

When our local schools become dangerous, the parents flee to another city and wait for a few years until this cycle is repeated in their new neighborhood. Crime in schools is not a temporary phonemena, and it is not limited to urban centers or ghettos, it is a national menace. The situation must be confronted now and not with questionnaires or local block grants of money. It must be given a high priority by Congress and monitored from a single Federal Office, an office that is capable of understanding the fine distinction between: (1) a juvenile delinquent; (2) an adult criminal, and most important; (3) that there are criminals who are under 18 years of age. Not all juveniles can be rehabilitated.....some should be placed in jail. (More money is being spent to "coddle" the status offender than to make schools safe for the well behaved and motivated student.)

Lastly, if the Safe School Study does not produce enough facts for congressional action, we would then recommend the sponsoring of another survey that would be better suited to the subject. This second survey should be addressed to vandals and status offenders, requiring them to answer similar questions as the one being discussed at the Subcommittee Hearing - adding only a few questions concerning the conduct of the Principal and the attitude of the teaching staff. The names of these disruptive and disorderly students can be easily obtained, only the School Administration appears to be confused as to their identity.

CS:fjh

SOUTHEASTERN PUBLIC EDUCATION PROGRAM
AMERICAN FRIENDS SERVICE COMMITTEE

401 Columbia Building
Columbia, South Carolina 29201

803-252-0975

March 8, 1978

Mr. William F. Causey
Counsel
Subcommittee on Economic Opportunity
Committee on Education and Labor
United States House of Representatives
Room 320, Cannon House Office Building
Washington, D.C. 20515

Dear Mr. Causey:

Thank you for your letter of January 9, 1978, inviting me to submit my comments regarding the National Institute of Education's "Safe School Study." I apologize for this late reply but it took me some time to obtain a copy of the study, and the press of other business prevented me from having the opportunity to review it until recently.

Enclosed please find my statement which I hope will be able to be included in the record of the Subcommittee's hearings.

Thank you for giving me this opportunity to comment.

Sincerely,

M. Hayes Mizell

M. Hayes Mizell
Associate Director

Statement of M. Hayes Mizell, Associate Director, Southeastern Public Education Program, American Friends Service Committee, 401 Columbia Building, Columbia, South Carolina 29201.

The Southeastern Public Education Program (SEPEP) of the American Friends Service Committee (AFSC) is a Southern-based national program of the American Friends Service Committee. This statement reflects the experiences and concerns of both the SEPEP and the AFSC, and is presented on behalf of that organization and many other like-minded Friends. However, no one person can speak for the Religious Society of Friends.

Currently, the Southeastern Public Education Program has offices in Jackson, Mississippi; Macon, Georgia; and Columbia, South Carolina. For the past decade the SEPEP has been working towards the goal of creating public elementary and secondary schools free of discrimination and the prejudgement of a student's ability based on considerations of sex, racial, cultural, or class origins; and respectful of the identity and potential of every student.

Because the American Friends Service Committee is an organization deeply committed to the principle and practice of non-violence, the SEPEP is also concerned with the creation of schools which are free of violence generally, and which do not foster violent institutional practices in particular. Towards these ends the SEPEP staff has worked with parents, students, and school personnel and currently is identifying schools and school personnel successful in helping students develop self-discipline. During the course of our work we have been pleased to find educators whose first priority is helping children but whose schools are safe and successful because they reflect the educators' concern for the welfare of individuals. Drawing upon these experiences and years of research, work at the community level, and firsthand observation, the SEPEP has read and reflected on the "Safe School Study."

The report by the National Institute of Education on Violent Schools--Safe Schools is a useful taxonomy of the phenomenon of violence and disruption in public schools. But while the study tells us a great deal about the scope, dimensions, and causes of school disruptions, it devotes little attention to a thorough report and analysis of the preventive measures a school community can take to make schools safe.

One of the glaring inadequacies of the report is its citation of various characteristics of safe schools without fully describing those characteristics. For example, the report concludes that "a firm, fair, and consistent system of discipline" is essential to the development and maintenance of a safe school. Yet, there is no explanation of what types of discipline practices may be considered as "firm" and "fair."

The need for greater definition is also apparent in Chapter Five ("The Schools' Role in Reducing Crime and Misbehavior"). That chapter makes it clear that not all forms of discipline are equal in their purpose and effect because school crime is more likely to occur where "students are frustrated by rules that they see as arbitrary and enforced by a school staff that is unnecessarily punitive." However, there is no explanation which helps the reader gain a better understanding of what types of discipline-related rules may be "arbitrary" or what forms of discipline-related staff behavior may be "punitive."

The section on "Rule Enforcement and Discipline" in Chapter Six ("Schools' Responses to Crime and Misbehavior") is a straightforward report on the extent to which schools use a variety of disciplinary techniques. Though the report indicates the use of out-of-school disciplinary suspensions is "widespread," there is no analysis of whether this and the other techniques reported result, in fact, in fewer incidents of school disruption, violence, and crime. While this section points out that "firmness in enforcement of the rules can have a positive effect," it is not at all clear whether the frequent use of corporal punishment, suspensions, expulsions, etc., should be construed as examples of "firmness."

In Chapter Seven ("Recommendations of Principals, Teachers, and Students") the major theme is that members of the school community view the "administration of discipline" as the most important factor in preventing school crime. This is merely a variation on the findings of the Gallup Poll during eight of the last nine years that the public believes the "lack of discipline" is the greatest problem in public education. Thus, the call for more discipline or the analysis of the relationship between discipline and school disruptions is hardly a startling finding. Rather, it leaves the reader wondering what kinds of discipline are the most appropriate and effective means of achieving the desired end of safe schools.

The examples cited above reveal that the NIE study does not reflect an analysis of the school discipline issue which can lead readers of the report to conclusions about what types of discipline might be the most effective in helping students, and therefore preventing school disruptions. In fact, to the extent to which the report causes political leaders, educators, or citizens to merely demand "more discipline," it may be counter-productive. While there is widespread agreement that discipline is a necessary part of any school's program, there is too little recognition of which disciplinary practices are really effective and consistent with the mission of the public schools to make educational opportunities available to all students. An emphasis on "discipline"--with no distinction among the many types of disciplinary practice, and with no assessment of and report on the effects of the use of these practices on the total school environment and on individual students--may result in the initiation of punitive practices which hurt children and which still do not result in safer schools.

Perhaps the NIE did not consider it to be within the scope of this study to analyze and report on the relationship between the use/effectiveness of specific disciplinary practices and the prevention/resolution of school disruption, violence, and crime. Or perhaps the NIE felt the subject of school discipline _per se_ was too sensitive and volatile to risk challenging strong popular assumptions about the relationship between disciplinary practices and student behavior. Regardless of the reason, this omission dictates the need for additional research by the NIE.

One of the specific disciplinary practices which should be examined more thoroughly is the use of out-of-school disciplinary suspensions. While the NIE report states on page 146 that suspensions are "widespread" there is a statement on page 168 that "very few respondants seemed to feel suspensions were effective either as deterrants or as treatments." In spite of this observation, however, the NIE report does not go on to state that suspensions should be abandoned as a disciplinary response to problems associated with real or perceived student misbehavior. (Note: To the NIE's credit it is sponsoring a 1978 national conference on alternatives to out-of-school suspension, and will announce a request for proposals for impact studies of alternatives to suspension.)

Because out-of-school disciplinary suspensions are so widely used and their effectiveness is so suspect, there is a direct relationship between this disciplinary practice and the failure to utilize more effective approaches which would help prevent school disruption, violence, and crime. To quote from one of the concluding statements in the NIE study:

> Throughout the interviews and observations we found that emphasis on preventive discipline as a means of forestalling violence and vandalism was the preferred means for making schools safe. The "nip-in-the-bud" approach as well as early detection and identification and adequate socialization to discipline for students from early in their school careers were important aspects of the preventive style.

As utilized in most public schools, out-of-school disciplinary suspensions provide virtually no opportunity for "early detection and identification" of problems which may be at the root of student misbehavior symptoms. Suspensions mean students are put out of school and in the view of most school officials that is both a punishment and a way to remove "the problem" from the school. But for students the suspension is likely to be viewed as a holiday from school. And because the use of suspensions enables school administrators to summarily remove the student from the school grounds, school personnel are able to avoid the responsibility for determining what "the problem" really is. Out-of-school suspensions allow school officials to avoid their responsibility to the student and allow the students to avoid their responsibilities to themselves.

Suspensions perpetuate the myth that the school personnel have "dealt with the problem." Both the administrator and the student can claim with an expression of finality and relief that the student has been "punished." The emphasis is neither on identifying and treating the root cause of the student's real or perceived misbehavior, nor on the prevention of its recurrence. Rather, the frequent use of suspensions can be traced to the fact that it is a convenient and expedient disciplinary technique that places few demands on the school personnel, the student, or on the resources of the school. It permits all parties involved to return to "business as usual" with little strain or pain.

The frequent use of suspensions has led to their abuse as a disciplinary technique. This abuse is now so profound as to exceed any logical purpose. To quote from several recent suspension studies:

> Suspensions for offenses which might be categorized as avoidance, i.e. "excessive class cutting," "excessive tardiness to school and class," account for 46.0% of all reported secondary student suspensions.[1]
>
> According to 1974-1975 suspension figures for 57 of 66 school systems, more students were suspended for violations of attendance regulations than for any other reason. Careful analysis of these figures show that students were suspended or expelled a total of 13,573 times for cutting class, hooky, leaving the school grounds without permission or unexcused absences.[2]
>
> A large proportion of suspensions (recorded in our survey) were for victimless offenses: overall almost 25 percent were for truancy and tardiness.[3]
>
> Special Student Concerns Project staff personnel and a federal program officer met with the Superintendent and four members of his professional staff for two hours to analyze the prevailing situation. In their opinion, the students viewed suspensions as a legitimate excuse to be out of school, and in many cases welcomed suspension because it provided them the opportunity to do the things that being in school would otherwise preclude.[4]

The NIE study, of course, did not touch on this well-documented phenomenon of suspending students for attendance problems, or as someone has said, the only case in which "the punishment is the same as the offense--the student is out of school." It would be interesting to know whether this type of disciplinary action is considered to be "firm," "fair," "arbitrary," or "punitive." It would be interesting to know what happens to students as a result of the extensive use of suspensions for this purpose. One can speculate, of course, that students who are suspended for attendance problems are _less_ likely to believe the school's disciplinary system is rational, _less_ likely to believe that discipline is fairly administered, _less_ likely to be benefactors of the school's reward structure, and _less_ likely to develop personal relationships with teachers. The NIE study reported that students with such characteristics are _more_ likely to be those involved in incidents of disruption, violence, and crime. Therefore, the use of suspensions as a response to attendance problems may, in fact, compound a set of circumstances responsible for violent schools.

Another way in which suspensions have been abused is that they have been disproportionately applied to minority students. To again quote from recent studies:

> The reference made to attributes of ethnicity by subjects in the administrator and faculty samples provide sufficient evidence to conclude that ethnicity is a contributing factor in the disproportionate suspension rates of Black students. There is sufficient evidence based on the analysis of interview data to indicate the existence of unequal application of discipline within the school district.[5]

> Because the data clearly indicates that the average number of times suspended and mean days suspended are higher for black students, it could be concluded that stronger punishment is given to minority group students on the whole.[6]
>
> While it is true that black male and female students do exhibit their share of aberrant behavior and are held to a strict accountability for such violations of rules and policy, there is apparent grounds for doubt that accountability in the same degree and frequency is directed towards nonminority students, especially in situations where subjective evaluation prevails.[7]
>
> Some will claim that disproportionate suspension of black children simply reflects their disproportionate misbehavior. We reject this view. All the evidence we have seen--our survey data; our analysis of Office for Civil Rights data and school district suspension reports; interviews with school officials, parents, children, and community groups; and review of the investigations and literature of other groups on school discipline--makes plain that disproportionate suspension of blacks reflects a pervasive school intolerance for children who are different.[8]

It is worthwhile to consider the problem of the disproportionate and discriminatory suspension of minority students in light of some of the observations in the NIE study:

> Schools where students complain that discipline is unfairly administered have higher rates of violence.
>
> Student violence is higher in schools where more students say that they cannot influence what will happen to them--that their future is dependent upon the actions of others or on luck, rather than on their own efforts.
>
> Unfair rules or the unfair application of rules may not only increase the chances of students taking matters into their own hands, but also further increase the probability of violence in that unfair treatment of students in itself may be a source of interpersonal conflict or hostilities.

It appears there is a strong possibility the discriminatory application of discipline to minority students may actually increase the chances of those students becoming disruptive. Unfortunately, the NIE study did not directly address the issue of the extent to which, and how, the use of specific punitive disciplinary techniques may contribute to and compound the problems of school disruption, violence, and crime.

There is a growing realization among educators, psychologists, and authorities on child behavior that out-of-school disciplinary suspensions not only are ineffective but set in motion forces which harm children. Such suspensions communicate to the student that the school would rather exclude the child than deal with his/her problems. It is one more way in which the institution communicates to the student that it does not really care about him/her and does not want him/her present. Suspensions cause children to be out of school without supervision and with no constructive activity to occupy their time. Suspensions cause students to fall behind in their school work, thereby increasing the chances they will not be successful in their academic work. This is particularly the case in light of the fact that most children who are repeatedly suspended are low achievers. Finally, suspensions allow schools to place the entire burden of blame on the student and enable the institution to avoid confronting and dealing with its own role in stimulating or aggravating the student's real or perceived misbehavior.

In 1974 the Congress took note of the relationship between suspensions and juvenile delinquency. In the Juvenile Justice and Delinquency Prevention Act it found that:

> juvenile delinquency can be prevented through programs designed to keep students in elementary and secondary schools through the prevention of unwarranted and arbitrary suspensions and expulsions.

As a result of this finding the Congress included in the Act a section (Subpart II - Section 224) to create "Special Emphasis Prevention and Treatment Programs." That section authorizes the administrator of the Office of Juvenile Justice and Delinquency Prevention to:

> make grants to and enter into contracts with public and private agencies, organizations, institutions, or individuals to...(6) develop and implement, in coordination with the Commissioner of Education, model programs and methods to keep students in elementary and secondary schools and to prevent unwarranted and arbitrary suspensions and expulsions and to encourage new approaches and techniques with respect to the prevention of school violence and vandalism.

In spite of the finding and mandate of the Congress, the Office of Juvenile Justice and Delinquency Prevention has given no priority and almost no attention to developing and implementing "model programs and methods to....prevent unwarranted and arbitrary suspensions and expulsions." The few efforts that have been initiated have been of low visability and of dubious consequence. Out-of-school suspensions for non-violent, non-disruptive offenses have continued unabated. The problems of student alienation , disciplinary arbitrariness, and poor student academic performance--all of which the NIE study cite as contributors to school disruption, violence, and crime--have continued to be closely linked to out-of-school suspensions.

Again, there is a direct relationship between the lack of aggressive implementation of Section 224 (6) of the Juvenile Justice and Delinquency Prevention Act and one of the findings of Violent Schools--Safe Schools:

> The ability of the schools to successfully organize and implement preventive programs, however, was felt to be greatly reduced as a result of budget cuts and consequent personnel actions...We were also told by administrators, teachers, and students that

> drastic cuts in support personnel such as counselors and school aides had made preventive discipline virtually impossible.

The availability of funds under Section 224 (6) would certainly facilitate the development of model preventive discipline programs. While school systems may underwrite such programs and incorporate them into their regular school program once they have proven to be successful, given the present financial difficulties of many school systems it is unlikely they will choose to develop such programs if they must incur the initial financial burden for doing so.

It is also clear that greater efforts should be made by the Office of Juvenile Justice and Delinquency Prevention to encourage individual states to use funds available under the Act to fund programs which utilize techniques set forth in Section 223 (10) (B), (C), (E). Such programs, if designed in close cooperation with the public schools and if implemented in such a way as to represent supportive services to children who have been responsible for disruption, violence, or crime in the schools, may prevent the recurrence of such offenses and may prevent more serious offenses being subsequently committed by the same children. State plans should reflect an intent to fund programs of this type which will assist schools in preventing problems of disruption, violence, and crime.

In order to assure that the potential of the Juvenile Justice and Delinquency Prevention Act is fully realized to assist in the elimination of "unwarranted and arbitrary suspensions and expulsions" and to support preventive discipline programs, the Subcommittee on Economic Opportunity must assume a vigorous and persistent oversight responsibility of the implementation of the mandates in the 1974 Act. In addition, the Subcommittee should take whatever steps necessary to facilitate the work of and to maintain liason with the Student Suspensions Committee of the Assistant Secretary of Education in the U.S. Department of Health, Education, and Welfare. That Committee is making efforts within HEW to use the resources of that agency to attack the problems of student suspensions, and there is a need for its work to involve and to be coordinated with other agencies and branches of government also concerned with the problem of unwarranted and arbitrary suspensions.

Finally, there must be a broader understanding that the methods of school discipline, and the ways in which those methods are used, relate directly to the welfare of students and to the security of the school community. As has been pointed out here, one of those methods--out-of-school suspensions--is now so widely and inapproriately used, and so abused in its application, that it is counterproductive. This phenomenon merits the continuing concern and attention of the Subcommittee on Economic Opportunity. The Subcommittee's concern regarding school disruption, violence, and crime should not deter it from raising questions about whether the resources, energies, and expertise of school personnel are currently being used in the the fair application of disciplinary techniques which have the result of helping both students and schools. Nor should the Subcommittee ignore the possible damage caused by the widespread use of ineffective disciplinary techniques, or the ways in which their use contributes to a climate in which disruption, violence, and crime are more likely to occur.

1 5 Project Student Concerns--Interim Report, Jefferson County Education Consortium; Louisville, Kentucky; September, 1977; 168 pages.

2 4 Attachment 1 - Special Student Concerns Project - Closeout Report, Louisiana State Department of Education, Bureau of Technical Assistance; Baton Rouge, Louisiana; 1977.

3 8 School Suspensions: Are They Helping Children?, Children's Defense Fund; Washington, D.C.; 1975; 257 pages.

6 Rates, Reasons, Recommendations: A Study of Student Suspension in South Carolina, The Special Student Concerns Project, South Carolina State Human Affairs Commission; Columbia, South Carolina; June, 1976; 238 pages.

7 Title VII Special Student Concerns - Interim Report, Louisiana State Department of Education, Bureau of Technical Assistance; Baton Rouge, Louisiana; November, 1976; 147 pages.

Open Road

New jobs / New Enterprises / Student Involvement / Issues Research

March 1, 1978

Mr. William F. Causey
Counsel
Subcommittee on Economic Opportunity
House Education and Labor Committee
House of Representatives
Washington, D.C. 20515

Dear Mr. Causey:

Pursuant to your request for written testimony regarding the Subcommittee's hearings concerning school violence, I am pleased to submit a detailed explanation of the Open Road Student Involvement Project, a student-centered approach to address the problem. In my judgment, the description of our accomplishments indicates clearly that students can play a major role in reducing tensions, conflict and vandalism by developing strategies to improve the school environment and by participating in decisions which affect the administration of the schools.

I look forward to receiving a copy of the final report developed by the Subcommittee as a result of the hearings. I will also keep you apprised on a regular basis of the progress of our efforts.

Sincerely,

Kenneth G. Nochimson
Director
Student Involvement Project

Enclosure

cc: Gordon Raley

KGN/sc

Sponsored by The Citizens Policy Center, Inc.
1323 Anacapa St./Santa Barbara, California 93101/(805)966-2258

Open Road

Student Involvement

Open Road/Student Involvement encourages student responsibility in addressing major issues which affect the quality of life and learning in select intermediate and secondary schools. The Project utilizes a student-centered approach in seeking solutions to problems which, if not resolved, often lead to tensions, violence and vandalism. With support from school district administrators and principals, students are encouraged to work with their peers to make the school a safer and better place for learning.

THE PROBLEM

Schools in inner city and changing neighborhoods face rapid turnover of administrators, faculties struggling to deal with poverty and racial prejudice, and a residue of local tension, fear and cynicism which infects the spirit of school life and is, in turn, reflected in large dropout and absentee rates. Over the past ten years the National Institute of Education reports an enormous growth in weapons offenses and burglaries in and around schools. Data obtained by Senator Birch Bayh's Senate Subcommittee on Juvenile Delinquency suggest that during the period 1973-1975 offenses increased dramatically, led by assaults on students (85% increase), assaults on teachers (77%), and drug/alcohol offenses (38%). Vandalism is costing American schools $500 million annually, or over $10 per student.* The Safe School Study, released by the National Institute of Education in January, 1978, reports 5,000 teacher assaults per month across the nation.

While every major report examining the causes of school violence and vandalism has urged greater student and parent involvement, there has been little effort in this direction. Instead, a "police response" has spread quickly. Security forces have been established within many school districts. For instance, the Los Angeles Unified School District's Security Section has more than 400 personnel and a 1978 budget of $5.5 million. It is the fourth largest police force in the Los Angeles metropolitan area, surpassed only by the Los Angeles Police Department, the Sheriff's Office and the Long Beach Police Department.

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*$260 million, or $5.65 per pupil, is attributed to vandalism losses; $240 million, or $5.22 per pupil, is expended for security support.

Sophisticated electronic equipment has been installed in and around many schools. Emergency buzzer devices, "walls that hear", video surveillance equipment in halls and lavatories, and warning beepers worn by teachers are now common.

The structure and design of many new school buildings resembles that of prisons and other high-security institutions. Building construction without windows, with self-locking doors and internal gates to limit movement is functionally designed to prevent vandalism and reduce contact with the outside world, but contributes little to creating a positive atmosphere for learning.

As conflict in schools increases, the lines of communication among administrators, faculty and students break down -- encouraging fear, suspicion and hostility. The atmosphere for learning diminishes: reading levels fall, student dropout and absentee rates rise, administrator and faculty turnover is high.

A RESPONSE: STUDENT INVOLVEMENT

Many principals are seeking other approaches to dealing with issues that affect the learning environment and sometimes lead to tensions, conflict and vandalism. Assisting principals who seek new approaches, Open Road has launched the Student Involvement (SI) Project which trains young people to deal directly with critical concerns affecting the school environment.

In seven intermediate and secondary schools in Los Angeles, Oakland and Santa Barbara,* the Project is bringing together student leaders to examine specific issues and develop skills through which to participate in substantive decision making on each campus. Four schools have been sponsoring Student Involvement projects for almost two years; three schools for more than five months.

Method

At each Student Involvement site a Project Coordinator, functioning within the school, identifies and brings together "natural leaders", students held in high esteem by their peers. Traditionally, the term "student leader" has been associated solely with student council representatives, honor students, athletic heroes and homecoming queens. In contrast, SI also seeks out other leaders

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*Los Angeles -- Fremont, Van Nuys and Gardena High Schools;
Oakland -- Fremont High School, King Estates and Hamilton Junior High Schools;
Santa Barbara -- technical assistance to Santa Barbara High School which initiated its own project.

who fill less traditional roles and are not normally involved in school activities, but who often command even greater respect from their peers. All students with leadership abilities are encouraged to establish Concerned Student Organizations (CSO's) through which to identify critical issues needing attention. To date, there are over 300 Concerned Students at our seven participating schools.

Each CSO is responsive to the majority of students who condone neither violence nor vandalism. The CSO's seek to build a solid majority of students committed to creating a climate in which a student majority demonstrates that activities jeopardizing the quality of life and learning at the school will not be tolerated. This is the first level of involvement, in which an organization is built and its credibility and acceptance is established within the school

In the second level of involvement, CSO's select projects to undertake based upon the unique concerns of individual schools. The students identify strategies, develop constructive recommendations, meet with the administration to explore feasibility, and determine how students can participate in implementing these recommendations. At this stage, Resource/Support Groups are established to advise and reinforce the work of the CSO's. These groups may be composed of the school principal or a personal representative, faculty members, alumni, parents, community members and students.

In the third level of involvement, students become involved in critical decision making which impacts on the operation of the school and the quality of educational services. Some examples of substantive issues that students might address are: curriculum development, library and textbook selection, guidance and counseling, grievance procedures, and student participation on faculty and other school committees.

Accomplishments

In the first year and a half of the Project, CSO efforts have led to some striking accomplishments at the second level of involvement. Students have:

- Planned and implemented the first student council election held in nine years.
- Organized a Rumor Control/Communications Network to curb rumors and disseminate vital information.
- Initiated a peer counseling program.
- Reactivated a school newspaper after a nine-year lapse.

- Established an Alert Group to reduce harassment and intimidation.
- Completed a multi-ethnic mural to reduce graffiti.
- Instituted a Neighborhood Watch by interviewing residents adjacent to schools to discuss methods of reducing vandalism.

Project schools are now beginning to address substantive issues at the third level of involvement. Thus far, students have participated in the selection of two principals, assisted faculty in textbook selection, and participated in integration workshops.

Though a formal evaluation of the Project's success is not complete, principals at participating schools have reported a reduction in tension levels, less conflict and vandalism, and increased pride in the schools.

Fundamental to the Project is the development of ongoing student leadership abilities and the beginning of a tradition through which such involvement can be sustained and enhanced at each school. Toward this goal, last year Project Coordinators at three schools established and taught leadership training classes where students received academic credit for participation. Course content emphasized issue identification, problem resolution, negotiation, leadership skills, and student rights and responsibilities. The classes are being offered again this year.

The seven operating CSO's are now being brought into contact with each other to share experiences and ideas, to help improve the quality of work in each school, and to establish a network of CSO's which would acquaint more administrators and the public with the concept of student involvement and would address critical issues on a regional and statewide basis. The first statewide meeting of CSO delegates took place at Mills College (Oakland) in the spring of 1977, and a regional conference was held in October, 1977.

In developing the Project, principals have been brought together twice for meetings to discuss various approaches to facilitating student involvement and to air concerns among their peers. The cooperation and support of principals is essential to the success of the Project.

There has been growing interest in the concept of student involvement. During the past year, Project staff and Concerned Students have participated in a variety of legislative and educational forums. This fall, testimony was presented by students before the California Assembly Subcommittee on Educational Reform and the Joint Subcommittee on Revision of the Penal Code. In January, Project staff participated in a public hearing on school violence sponsored by the House Subcommittee on Economic Opportunity in Washington, D.C.

The Project also conducted a panel on student involvement before a joint conference of the Association of California School Administrators and California School Boards Association (ACSA/CSBA) in December, and similar presentations will be made before the National Association of Secondary School Principals (NASSP) and the National School Boards Association (NSBA). Substantial media coverage of these hearings has resulted in several inquiries from school administrators, school boards and parents.

NEXT STEPS

The Student Involvement Project seeks to avoid permanent placement of additional technicians in the schools, with the increased expenditures that would entail. The goal is to eventually withdraw from each school -- leaving behind a strong Concerned Student Organization well represented by students from each grade level, sponsored by a committed faculty advisor, and reinforced by a Resource/Support Group. Within a three-year period, the Project will withdraw Coordinators and maintain small technical assistance teams. These teams will stay in contact with CSO's and faculty advisors, provide training and assistance as needed, and continue work on the development of a network of CSO's.

Objectives for Student Involvement this year are to:

- Strengthen existing Concerned Student Organizations by establishing better linkages with faculty, administration and Resource/Support Groups and by increasing the level of student involvement at each school to more substantive areas of decision making.
- Begin steps toward withdrawal of Coordinators at selected schools and develop a technical assistance capacity for those schools.
- Provide technical assistance to a limited number of additional California schools which plan to initiate their own projects.
- Prepare a replication manual to assist interested school administrators.
- Participate in additional public forums and hearings regarding school violence and vandalism to stimulate public discussion of the viability of the student involvement approach.
- Determine the feasibility of developing a national model based upon the SI concepts.

These are large tasks which cannot be accomplished quickly. Progress to date indicates that student involvement builds pride in a school, develops potential leadership, leads to a better atmosphere for learning and provides the motivation that increases academic achievement. Since the Project stresses a cooperative arrangement between students, teachers, administrators, parents, and the community, each party benefits from the results that occur when students are allowed and encouraged to participate in decision making and problem solving.

Open Road

New Jobs / New Enterprises / Student Involvement / Issues Research

March 2, 1978

Mr. Gordon Raley
Justice Specialist
Subcommittee on Economic Opportunity
House Education and Labor Committee
House of Representatives
Washington, D.C. 20515

Dear Gordon,

Please add to the other recommendations in my testimony that there be some legislation requiring a uniform reporting system so we can get valid statistics from schools.

Sincerely,

Dave Reiss

Dr. David Reiss
Director of Training
Student Involvement Project

cc: Mr. William Causey

DR/sc

Sponsored by The Citizens Policy Center, Inc.
1323 Anacapa St./Santa Barbara, California 93101/(805)966-2258

Open Road

New Jobs / New Enterprises / Student Involvement / Issues Research

The Citizens Policy Center is a nonprofit, tax-exempt corporation with central offices in Santa Barbara, California. Its purpose is to encourage policies and programs which help young people to become competent, independent and socially responsible. To meet this goal, the Center has established Open Road, a statewide program focusing primarily on young people between the ages of 16 and 24.

Open Road seeks to create the kinds of public policies and programs that allow young people to reach out, test themselves and build things of value. In this process, competence becomes attainable and serves as the vital forerunner of personal independence and community responsibility. Reflecting this philosophy, Open Road currently sponsors four major projects:

Open Road/New Jobs seeks to widen the range of meaningful work for young people by facilitating development of apprenticeship opportunities in the public and private sector.

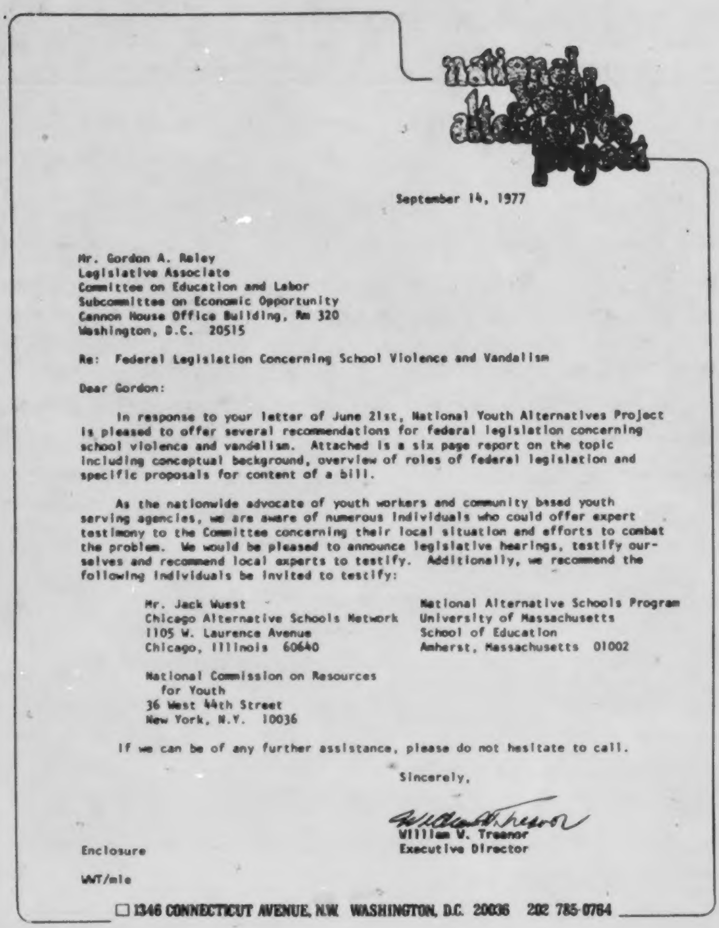
Open Road/New Enterprises establishes small labor intensive businesses where young people are employed as apprentices in markets where consumers are commonly exploited (e.g. auto repair).

Open Road/Student Involvement encourages junior and senior high school students to investigate tensions and disruptive influences in their schools and contribute to their solution.

Open Road/Issues Research disseminates information in the form of "white papers" regarding social, economic and educational issues facing young people.

As of January, 1978, Open Road operates projects in six California counties -- San Francisco, Alameda, Santa Barbara, Ventura, Los Angeles and San Diego. Since its inception (1975) Open Road has directly touched the lives of close to 1,000 young Californians who have participated in our programs either as participants in our employment and training projects, as apprentices in our businesses, or as concerned students.

Sponsored by The Citizens Policy Center, Inc.
1323 Anacapa St./Santa Barbara, California 93101 / (805)966-2258



national youth alternatives project

September 14, 1977

Mr. Gordon A. Raley
Legislative Associate
Committee on Education and Labor
Subcommittee on Economic Opportunity
Cannon House Office Building, Rm 320
Washington, D.C. 20515

Re: Federal Legislation Concerning School Violence and Vandalism

Dear Gordon:

In response to your letter of June 21st, National Youth Alternatives Project is pleased to offer several recommendations for federal legislation concerning school violence and vandalism. Attached is a six page report on the topic including conceptual background, overview of roles of federal legislation and specific proposals for content of a bill.

As the nationwide advocate of youth workers and community based youth serving agencies, we are aware of numerous individuals who could offer expert testimony to the Committee concerning their local situation and efforts to combat the problem. We would be pleased to announce legislative hearings, testify ourselves and recommend local experts to testify. Additionally, we recommend the following individuals be invited to testify:

Mr. Jack Wuest
Chicago Alternative Schools Network
1105 W. Laurence Avenue
Chicago, Illinois 60640

National Alternative Schools Program
University of Massachusetts
School of Education
Amherst, Massachusetts 01002

National Commission on Resources
for Youth
36 West 44th Street
New York, N.Y. 10036

If we can be of any further assistance, please do not hesitate to call.

Sincerely,

William V. Treanor
Executive Director

Enclosure

WVT/mle

☐ 1346 CONNECTICUT AVENUE, N.W. WASHINGTON, D.C. 20036 202 785-0764

NATIONAL YOUTH ALTERNATIVES PROJECT

RECOMMENDATIONS FOR FEDERAL LEGISLATION CONCERNING SCHOOL VIOLENCE AND VANDALISM

Presented to the House of Representatives, Committee on Education and Labor, Sub Committee on Economic Opportunity, September, 1977.

CONTENTS

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Causes of School Violence and an Overview of Prevention and Treatment. . . page five

ROLES OF FEDERAL LEGISLATION

National Youth Alternatives Project endorses the following proposals concerning the role of federal government in combating school violence and vandalism as presented in Planning Assistance Programs to Reduce School Violence and Disruption:[4].

First, since promising practices do exist and experienced people are available, a federal assistance program should provide mechanisms which can be used to:

- Identify promising practices and knowledgeable people in the field.
- Disseminate information about effective programs

Second, recognizing that the problem of violence will vary from school to school, a federal assistance program should be designed to support the full range of approaches which might be adapted to meet the situation found in a specific school.

Third, since approaches to the problem of school violence and disruption must be carefully tailored to each local situation, a federal assistance program should provide help to school personnel in their efforts to define their specific problems and adapt existing approaches to their situation.

Fourth, a federal assistance program should emphasize the need for widespread community involvement in planning and implementing local programs since in most schools an effective long-term solution to the problem seems to require broad-based cooperation from the entire community. Indeed, cooperation of this type might be established as a basic requirement for all programs to be funded... we would recommend that the proposed program to reduce school violence use a technical assistance strategy with, at minimum, the following features:

- Small grants to individual schools, school districts or community based youth serving agencies to stimulate the adaption of effective practices for use in specific schools.
- The establishment of regional centers, expert in problem solving procedures and knowlegeable about effective practices to reduce school violence, who will offer technical assistance to schools in difficulty. These centers and the technical assistance they provide should be integrated into other efforts to build a strong youth services system.
- The development of national program direction which at minimum, supports the identification of effective practices and insures the quality of the techincal assistance offered to school personnel and the evaluation of the effectiveness and efficiency of the entire program."

RECOMMENDED PARTIAL CONTENT FOR DRAFT BILL

Purposes: The Secretary of Health, Education and Welfare (hereinafter referred to as the Secretary) is authorized to make grants and provide technical assistance to local education agencies, localities and non profit private youth serving agencies in accordance with the provisions of this part. Grants under this part shall be made for the purpose of preventing and treating the immediate and long term causes of school violence and vandalism. Grant assistance will support programs which seek to meet one or more of the following objectives:

1. Plan programs including organizing of the community advisory group for the planning process.
2. Initiate new or substantially expanded programs, including staff training, materials, equipment.
3. Support first and second year expenses other that start up expenses.
4. Document and evaluate existing programs which show promise as possible models for other communities.

Eligibility and Application Requiremnts: To be eligible for assistance under this part, applicants must propose to establish, strengthen or fund an esisting or proposed program to prevent and treat the immediate and long term causes of school violence and vandalism in one or more schools in any local community. In addition to other rules established by the secretary as s/he considers necessary or appropriate to carry out the purposes of this title, applicants will at a minimum include the following:

1. Assessment of the schools to be participating and the scope and extent of the violence and vandalism problem in those schools during the past ten years.
2. Proposed program to prevent and treat the immediate and long term causes of this violence and vandalism including identification of presumed causes and specific activity to address these causes. The number of students involved in or affected by each activity and the nature of their participation will be identified.
3. Demonstrated ability to operate under accounting procedures, fiscal controls, reporting requirements and other requirements required by the Secretary.
4. A budget estimate with respect to the program as proposed.
5. A plan to document and evaluate the proposed program and publish an annual report of program activity.
6. Demonstrated effort to involve youth, parents, community agencies, especially youth service agencies, faculty and neighborhood leaders in the program planning process. At the least, each proposal should be developed with the assistance of community advisory group including students, partnes, faculty, neighborhood leaders, youth workers, community agency persons and police. Emphasis should be placed on a high level of student participation. Student participation should attempt to include to the highest degree possible students who have engaged in acts of violence and vandalism, particularly those adjudicated for offenses.
7. Planned continued participation of these groups in monitoring and evaluating the program, training staff and soliciting expanded community participation.
8. Comprehensive plans to facilitate youth membership role participation in the entire school program including such participatory mechanisms as student governments; joint student-faculty planning committees;

student courts or student role of disciplinary proceedings; student newspapers; student directed assemblies; student directed courses or "special education days" or "student teacher days"; student representation on policy making committees and boards; student participation in violence prevention training for faculty; and other participatory mechanisms.

9. Documentation of linkages between the school and community youth serving agencies including written referral relationshops and regular meetings or communication between school counseling personnel and agency counseling personnel.

10. Assessment of or planned assessment of community employment and recreation services for youth and planned action course to facilitate community efforts to provide all needed services.

11. proof that no more than 15 percent of any grant budget should be directed to the purchase of security oriented equipment and hiring of security oriented personnel.

National Program Agency Activity: The Secretary will assign the conduct of this act to an appropriate agency (hereinafter referred to as the national program agency).

The national program agency directing this program will, in addition to previously noted activity, undertake the following:

1. Publish evaluations of innovative program approaches including evaluations of the impact of innovative institutional designs and alternative school approaches on school violence and vandalism.

2. Prepare models of effective programs for national dissemination and models for innovative approaches to enhancing student membership in the school and community institutions.

3. Develop mechanisms to insure student, parent, teacher, administrator, youth workers, community agency and police representation on advisory panels for both the regional and national agencies or efforts to combat school violence and vandalism.

4. Coordinate efforts of this Act with those of the Youth Development Bureau of the Office of Human Development of the Department of Health, Education and Welfare and Office of Juvenile Justice of the Justice Department.

Causes of School Violence and Vandalism and an Overview of Prevention and Treatment

School violence and vandalism is essentially symptomatic of a range of societal ills which manifest in increased juvenile crime, gang violence, school vandalism and other tragedies.

A Design for Youth Development Policy published in 1976 by the Office of Youth Development of the Department of Health, Education and Welfare is a highly valuable presentation of the causes of youth unrest and violence and concepts of prevention and treatment. The Design presents a "Strategy for Youth Development" which should be used as a guiding strategy for federal efforts to reduce school violence and vandalism.

The Design states:[1]

"The Strategy examines how the arrangements in social institutions such as education, work, the family, and justice affect youth for good or for ill. These arrangements have changed considerably over the past three centuries. The present status of youth, which is examined in more detail later, should be seen in the context of such changes. Of particular significance to youth are the changes which have occurred in what it means to be a member of a community... The theme to be seen in this historical progression is the steady erosion for youth of opportunities for membership. Full membership has been deferred for longer and longer periods, and the situations in which membership can be established or earned have become narrower and fewer. Youth's stake in society has diminished equally, with a variety of undesirable consequences. These changes are a significant part of the background against whcih the Strategy should be seen.

The reasons and conditions identified in the Strategy as being responsible for producing solid citizens involve having access to satisfying and rewarding social roles; having parents, teachers, and friends view youth positively; and accepting and integrating youth into communities and families. Whenever these conditions are operating for youth, their future membership is assured. The Strategy is a combination of perspectives from sociology, psychology, and the field of juvenile delinquency; the propositions are aimed at an institutional rather than individual level. Promoting successful youth development involves an alteration of our institutional functions. Institutional intervention, although familiar to most youth services practitioners, remains the untried remedy in most instances because of lack of specific information, and because the task has seemed so overwhelming in the past.

---

[1] A Design for Youth Development Policy, Center of Action Research Inc., with the Office of Youth Development, Department of Health Education and Welfare, June 1976.

The strategy indicated a need for change in the key social institutions--education, family, work and justice--which are the main arenas for positive, or negative, youth development. It has been difficult to specify the characteristics of those institutions which especially affect youth, but even more difficult to describe those characteristics in ways which give persons a concrete grasp of the situations and permit them to think of ways to change those situations."

The 409 page Design for Youth Development Policy[2] should be required or recommended reading for participants in federal efforts to reduce school violence and vandalism. Also of considerable value is Planning Assistance Programs to Reduce Schools Violence and Disruption published in 1976 by Research for Better Schools, Inc., for the Institute for Juvenile Justice and Delinquency Prevention, Law Enforcement Administration, U.S. Department of Justice.

Any federal efforts to combat school violence and vandalism must address the issurs of providing meaningful membership roles for youth while stimulating institutional changes throughout the community which enhance youth membership. School violence and vandalism is a community problem requiring community solutions. Public and private agencies and institutions must work cooperatively with the schools which insuring both youth and parent participation in problem solving.

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[2] Ibid.

Problems of school violence and vandalism are inextricably related to unemployment, inadequate recreation, poor housing, overcrowded classrooms and the host of other common social ills. Communities must seek to combat all of these problems if success is to be found in combating any one of them. Thus, federal efforts to combat school violence and vandalism must supprot and coincide with the community's efforts in these other areas.

Schools often tend to address the problems of students at school in relative isolation. The community and school must work togegher; social agencies and community neighborhood, civic and religious leaders must participate in the provlem solving process. Federal efforts must foster this communitywide participation; funds, training and technical assistance must be offered to effectively involve the entire community in the problem solving effort. Thus, grant programs should make funds available to school districts, public youth serving agencies, private youth serving agencies and any other institutions which may address the problem. The need for communitywide participation is highlighted by a review of over 130 programs combating school violence and disruption.

> "One of the major factors contributing to program success appears to be close cooperation among school personnel, people from outside community agencies, students, parents and members of the community at large."[3]

Innovative school systems and alternative schools with exceptional emphases on community participation need to be evaluated in the light of their ability to prevent school violence and vandalism. Likewise, deserving of special evaluation are schools which offer exceptional membership roles for students including student role in all levels of school decision making.

Federal efforts should address the question, "Which institutional designs for educational institutions effectively prevent school violence and vandalism?". The assumption that the basic design of our schools is sound and in need of only minor adjustments deserves questioning.

---

[3] Planning Assistance Programs to Reduce School Violence and Disruption, Research for Better Schools Inc., for the Institute for Juvenile Justice and Delinquency Prevention, Law Enforcement Administration, Department of Justice, January 1976.

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September 9, 1977

TO: Bill Causey

FROM: Jack Jennings

Attached is a xerox of the original Safe Schools study provisions in the 1974 Education Amendments and a copy of the technical amendments contained in the 1976 amendments. It seems that the date for the submission of the report was not changed by these technical amendments.

HEW has not submitted any report to us, or to my knowledge, asked for a delay in the submission date. But we did receive from them some basic data which I am attaching to this letter. That data came up by messenger in December, 1976. There was no report or letter attached.

For your information, the Subcommittee held hearings on Safety and Violence in the Schools in 1971.

We also found this NIE Safe School Study Summary in our files but we do not have any date on it or know how it was submitted.

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CONGRESS OF THE UNITED STATES
HOUSE OF REPRESENTATIVES
COMMITTEE ON EDUCATION AND LABOR
SUBCOMMITTEE ON ECONOMIC OPPORTUNITY
ROOM [illegible], CANNON HOUSE OFFICE BUILDING
WASHINGTON, D.C. 20515

September 12, 1977

Honorable Joseph A. Califano, Jr.
Secretary
Department of Health, Education,
and Welfare
200 Independence Avenue, S.W.
Washington, D.C. 20201

Dear Mr. Secretary:

Section 825(c) of the Elementary and Secondary Education Act of 1965, as amended by the Education Amendments of 1974, mandates that the Secretary of the Department of Health, Education, and Welfare submit to the Congress no later than December 1, 1976, a report on the Safe School Study commissioned by Section 825 of the Act. The Congress extended the time for submitting the report to August 31, 1977.

It is my understanding that as of this date the report has not been submitted to the Congress. The Subcommittee on Economic Opportunity anticipates hearings on the issue of school violence and vandalism later this year, and the findings and recommendations in this report would be most helpful to the Subcommittee in fulfilling this responsibility.

I would appreciate your response regarding the reason for the delay in the submission of this report and your estimation of when the report will be available to the Congress for review.

Your prompt attention to this matter is appreciated.

Sincerely,

Ike Andrews

Ike Andrews
Chairman

IA:bcp

THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE
WASHINGTON, D.C. 20201

OCT 17 1977 OCT 18 1977

The Honorable Ike Andrews
Chairman, Subcommittee on
  Economic Opportunity
Committee on Education and Labor
House of Representatives
Washington, D. C. 20515

Dear Mr. Chairman:

In response to your letter of September 12, 1977, I write to report that we will be submitting the Safe School Study Report to the Congress on or about December 15, 1977. The National Institute of Education has informed me that there are three reasons for this delay.

- This year's extremely cold winter closed some of the sample schools so that the original data collection was delayed, in some cases, by as much as a month.
- Second, questions about the consistency of some data could only be answered by conducting a series of special validation studies, each requiring additional fieldwork and additional time. The results of these studies greatly facilitate interpretation of the data and give added confidence in their quality.
- Finally, the report was delayed by a contractual problem which, for a month, left the study without computer services.

It is my understanding that you are planning to hold your hearings on the problems of school violence after the recess. To aid in your planning, we will be happy to make staff available to brief you on the data assembled so far.

While I regret the delay in submitting this report to you, I believe that the delays have been largely unavoidable. We will do everything we can to hasten the delivery of this report; I expect it to be a valuable contribution to our understanding of this very important area of national concern.

Sincerely,

Joseph A. Califano Jr.

Joseph A. Califano, Jr.

THE SECRETARY OF HEALTH, EDUCATION AND WELFARE
WASHINGTON, D.C. 20201

JAN 5 1978

The Honorable Walter F. Mondale
President of the Senate
Washington, D. C. 20510

Identical letter sent to
The Honorable Thomas P. O'Neill,
Speaker of the House of
Representatives

Dear Mr. President:

I am pleased to transmit to you the Safe School Study Report prepared by the National Institute of Education pursuant to a mandate contained in Section 825 of the Education Amendments of 1974, P.L. 93-380.

This report is the result of three years of planning and research activities. It is the first national study of school safety, and I believe the data collected are the most comprehensive on the subject to date. The approximate cost of the study was $2.4 million.

In summary, the study found that the dimensions of the school crime problem remain serious, especially in urban areas. Among the principal findings of the study are the following:

- Of the Nation's 21 million secondary school students, 11 percent (2.4 million) have something stolen from them in a month's time; 282,000 students (1.3 percent) report being attacked in a month.
- About 12 percent of all secondary school teachers (120,000) have something stolen from them at school each month; 5,200 teachers are physically assaulted each month, 1,000 of whom require medical attention.
- Over 25 percent of all schools are subject to vandalism in a given month. The average cost of an act of vandalism is $81. In addition, 10 percent of all schools are burglarized in a month, at an average cost per burglary of $183.

I note, however, that from information obtained from school principals and from a review of data reported in several previous studies, NIE researchers have determined that the rate of violence in the school — while still serious — appears to have leveled off. The researchers further reported indications that incidents of school vandalism may have begun to decrease.

I am deeply concerned that for many students and teachers, the school is a place of danger. Although safety in the schools is primarily a State and local responsibility, HEW has several programs underway designed to address these serious problems. For example:

- The Office of Education (OE) and the Law Enforcement Assistance Administration (LEAA) have an interagency funding agreement to develop strategies to combat school crime and to train teams of educators, students, and others to prevent or reduce violence. In FY 1977, 81 teams were trained in communities of varying sizes and types. In FY 1978 and FY 1979, 215 additional teams will be trained in 55 urban school districts.

- Ten Teacher Corps/Youth Advocacy Projects of the Office of Education train teachers and administrators to help them understand and work with "adjudicated" youth who are returning to the school environment. Nine of these Youth Advocacy Project sites have additional funds from LEAA to enable students — including delinquent youth and those with a history of disruption — to design and implement strategies to reduce crime.

- The National Institute of Education has several activities planned or underway which will directly follow up on the findings of the Safe School Study. For example, a conference is scheduled for the Spring on in-school disciplinary programs with emphasis on identifying alternatives to suspension. In addition, NIE will be supporting studies in the areas of (1) conflict management training for teachers, students, and administrators, and (2) the role of new principals in reducing tension and disruptive incidents. Another project deals with legal rights of students, including due process in suspension cases and fairness in discipline.

- Department staff have met with representatives of LEAA to explore additional ways the two agencies can work together on matters related to school violence. These discussions will continue, with particular emphasis on following up the Safe School Study Report.

Enclosed are three documents: An Executive Summary; Volume I - Violent Schools - Safe Schools; and Volume II - The Safe Schools Study Report to the Congress - Methodology. A fully documented and archived data base (Volume III) will be available in February 1978 for review and secondary analysis by others.

We invite your attention to the findings and recommendations and stand prepared to cooperate further in investigating this area of concern.

Sincerely,

Joseph A. Califano, Jr.

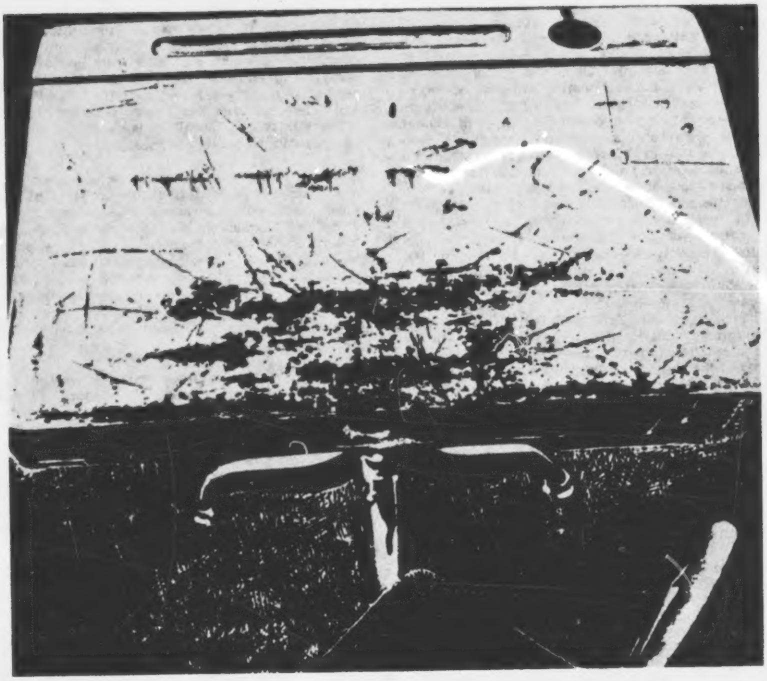
Joseph A. Califano, Jr.

Enclosures

VIOLENT SCHOOLS — SAFE SCHOOLS

The Safe School Study Report to the Congress

Volume I



The National
Institute of
Education
U.S. Department of
Health, Education and Welfare
Washington, D.C. 20208

Overview

Student misbehavior, lack of interest or attention, disrespect for teachers or rules, and other difficulties of classroom management have long been problems in American education. In the last decade, however, public concern over evidence of more serious problems—those of crime and violence in schools—has heightened. In the early 1970's, the Senate Subcommittee to Investigate Juvenile Delinquency, chaired by Senator Bayh, noted mounting evidence of school violence and vandalism. Increasingly, newspapers and other media have presented stories of violent encounters in schools—robberies, gang fights, even murders—and of massive property destruction. Parents, teachers, and school administrators have voiced serious concern about the problem, both to Congress and through the media. Yet systematic data have not been available to assess the magnitude of the problem or to describe the nature, extent, and cost of school crime for the nation as a whole. To provide such information, the "Safe School Study Act" was introduced in the House of Representatives by Congressmen Bingham of New York and Bell of California. Following similar initiatives in the Senate by Senator Cranston, the Ninety-third Congress, as part of the Education Amendments of 1974 (Public Law 93-380), mandated that the Secretary of the Department of Health, Education, and Welfare (HEW) conduct a study to determine the incidence and seriousness of school crime; the number and location of schools affected; the costs; the means of prevention in use, and the effectiveness of those means.

In response to this legislation, the National Institute of Education (NIE) designed a three-part study. In Phase I, a mail survey, principals in a representative national sample of more than 4,000 public elementary and secondary schools were asked to report in detail on the incidence of illegal or disruptive activities for selected 1-month periods between February 1976 and January 1977, and to provide other information about their schools. The nine 1-month reporting periods (summer months not included) were assigned to participating schools on a random basis.

In Phase II, a nationally representative sample of 642 public junior and senior high schools was surveyed. The Phase II data collection was conducted on site by field representatives rather than by mail. Once again, principals were asked to keep a record of incidents during the reporting month and to supply additional information about their schools. Students and teachers were also surveyed and asked to report any experiences they have had as victims of violence or theft in the reporting month. They also provided information about themselves, their schools, and their communities, which was later used in statistical analyses to sort out some of the factors that seemed to affect school crime rates. The Phase I and Phase II samples were selected to be representative of schools in large cities, smaller cities, suburban areas, and rural areas.

In Phase III, 10 schools were selected for more intensive, qualitative study. Most of the Phase III schools had had serious problems with crime and violence in the past and had changed rather dramatically for the better in a short period of time. A few continued to have serious problems. Each Phase III report is a small case study that focuses concretely on the ways in which schools coped or failed to cope with incidents of crime and disruption, and with what consequences.

This report is based primarily on the NIE study, but it also includes information from a companion survey conducted by the National Center for Education Statistics (NCES) in 1975, and from other studies as well. The organization of topics in this summary corresponds roughly to the organization of chapters in the report and addresses the following broad questions:

- How serious is the problem of crime and disruption in schools?
- How many schools, students, and teachers are affected, in what ways, and to what extent?
- When and where are the risks of crime and violence highest?
- Who are the victims and offenders?
- What are the attitudes and experiences of the victims?
- What factors are associated with violence and vandalism in schools?

- What measures are schools using to reduce or prevent crime?
- What measures do principals, teachers, and students recommend?
- What are the implications of this research for policy?

HOW SERIOUS IS THE PROBLEM OF CRIME AND VIOLENCE IN SCHOOLS?

This question can be approached in several different ways. One is to compare the extent of the problem in different time periods. Another is to compare the risks of violence in school with the risks in other places. A third method is to ask knowledgeable people in schools whether they think their schools have a crime problem, and if so, to what extent. Yet a fourth is to use some arbitrary but reasonable criterion of seriousness. All four methods were used in the study.

Time Trends

Are crime and violence in schools more prevalent today than in the past? The evidence from a number of studies and official sources indicates that while acts of violence and property destruction in schools increased from the early sixties to the seventies, both increases leveled off after the early 1970's. Safe School Study data are consistent with these findings. Principals' assessments of the seriousness of violence and vandalism in their schools for the years 1971-1976 showed no overall change and some improvement in urban areas. For the offenses usually summed up in the terms "violence" and "vandalism," then, the data from these studies do not indicate that the situation is growing worse, and there are some hints that it may be getting better.

In attempting to explain the increased amount of school violence and vandalism in the late sixties and early seventies, respondents in the case studies often observed that these were times of protest and discontent, particularly among young people. The protest against the war in Vietnam, together with racial conflict and a growing youth movement, were said to have been associated with a general rebellion against school authority which sometimes entailed conflict and property destruction in schools.

Underlying much of the discontent among young people in this period may have been an important demographic change. As "baby boom" children became adolescents in the 1960's, the amount of disruption in schools increased. As the crest of the wave passed in the 1970's, the amount of disruption leveled off and may be showing modest signs of decline. The size of this age group relative to the rest of the population and to schools may have been a factor in the growth of disruption in schools. The growth of the youth cohort relative to the general population seems to have been accompanied by an increasing sense of group consciousness—youth versus adults—and by an increasing sense of the power or potential of youth, which schools, as adult-controlled institutions, were sometimes seen as inhibiting.

We do not know to what extent the growth and decline of the adolescent age cohort has in fact affected the amount of disruption in schools. But to the extent that it has, we would expect the leveling off which began in the early 1970's to turn into a definite decline. Whether or not a definite decline occurs is a question for the future, however. The problem today is as serious as it has ever been.

The second way to assess seriousness is to compare risks at school with those elsewhere. An analysis of data from 26 cities in the Law Enforcement Assistance Administration's National Crime Survey provides substantial evidence that the risk of violence to teenage youngsters is greater in school than elsewhere, when the amount of time spent at school is taken into account. (Data from another nationwide study support this finding.) Although teenage youth (ages 12 to 19) may spend, at most, 25% of their waking hours in school, data show that 40% of the robberies and 36% of the assaults upon teenagers occur in schools. Most of this discrepancy is accounted for by young adolescents, aged 12 to 15. A remarkable 68% of the robberies and 50% of the assaults on youngsters of this age occur at school. No doubt there are certain places where the risks are higher; other evidence from the Safe School Study indicates that schools in high crime areas are safer than their surroundings. But in general, young urban adolescents face higher risks at school than elsewhere.

This situation is probably not new and should not be surprising, considering that young teenagers are more likely than people in other age brackets to commit violent acts and that attendance at school greatly increases the amount of contact among them.

In the third approach to gauging the seriousness of school crime, we relied on the assessments of elementary and secondary school principals. Some 8% of them, representing about 6,700 schools, reported having a serious problem. The proportion reporting a serious problem ranged from 6% in rural areas to 15% in large cities; secondary schools were more likely to have problems than elementary schools. While the largest proportion of seriously affected schools is in the cities, the largest number is in suburban and rural areas (where four out of five schools altogether are located); seriously affected suburban and rural schools outnumber seriously affected urban schools two to one. About the same results were obtained using the fourth approach, in which schools reporting five or more incidents in a month were classified as having a serious problem.

In sum, the problem is as serious as it has ever been, the risks of violence for young adolescents in cities are greater at school than elsewhere, and around 6,700 schools are seriously affected by crime. While the problem is most pronounced in urban areas, it cannot be seen as strictly urban. Now let us look more closely at measures of crime and disruption in schools.

HOW MANY PEOPLE AND SCHOOLS ARE AFFECTED?

Our survey data enable us to assess the risks of offenses against persons and against schools, and also to say something about the prevalence of "victimless offenses," particularly drug and alcohol use. For the personal offenses we have calculated estimates of the risks of personal theft, attacks, and robbery from students' and teachers' reports of their own experiences. The figures presented here are estimates from a sample. Such estimates inevitably contain some degree of error, and estimates of crime are especially difficult to make with confidence. In the case of data from teachers and students, a careful examination of the methods used and the results obtained suggests that the estimates are probably somewhat high. Nevertheless, they give us some idea of the dimensions of the problem.

The Reports of Students

Theft is clearly the most widespread of the offenses measured. Eleven percent of students have something worth more than $1 stolen from them in a month. This represents about 2.4 million of the nation's 21 million secondary students. Most of the reported thefts involved items such as small amounts of money, sweaters, books, notebooks, and other property commonly found in lockers. Only one-fifth of the thefts involved losses of more than $10. No significant differences were apparent between school levels, and differences among locations were not pronounced. Petty theft appears to be commonplace throughout secondary schools.

An estimated 1.3% of secondary school students report that they are attacked at school in a typical 1-month period, representing some 282,000 students. More than two-fifths of the attacks (42%) involved some injury, although most of the injuries were minor. Only 4% of the attacks involved injuries serious enough to require medical attention. The proportion of junior high school students reporting attacks was about twice as great as that of senior high students (2.1% vs. 1%). While the risk of minor attacks is about the same, regardless of location, the risk of serious attack is greater in urban areas than elsewhere.

An estimated one-half of 1% of all secondary students have something taken from them by force, weapons, or threats in a typical month, representing some 112,000 students. (This description includes robberies and petty extortion, or shakedowns.) Eighty-nine percent of the robberies involved no injury to the victim; 11% involved some injury, but only 2% were serious enough to require a doctor's attention. The risks are again greater in junior than in senior highs, and greater in urban areas than elsewhere. While attacks, robberies, and shakedowns affect a large number of students each month, most are minor offenses. Still, their consequences in terms of personal fear and disruption of the educational process can be considerable.

The Reports of Teachers

The proportions of public secondary school teachers victimized by theft, attack, and robbery are roughly similar to those of students. In a typical month, an estimated 12% of the nation's 1.1 million secondary teachers (around 130,000) have something stolen from them worth more than a dollar. As with students, about one-fifth of these thefts involve the loss of things worth $10 or more. The risks to teachers in junior and senior highs are the same, but unlike students, teachers have higher risks of theft in larger communities.

An estimated one-half of 1% of the teachers are physically attacked at school in a month's time. Although this proportion is small, it represents some 5,200 teachers. Most of the attacks reported by teachers did not result in serious injury; about one-fifth (19%) required treatment by doctors. However, this is a much higher percentage than for students (4%), indicating that attacks on teachers are almost five times as likely as those on students to result in serious injury. The proportion of teachers attacked declines as we move from large cities to rural areas, and junior high schools show higher percentages than senior highs.

A little more than one-half of 1% of all secondary school teachers are estimated to have had something taken by force, weapons, or threats at school in a month. This represents about 6,000 teachers. Once again, large cities show the highest percentages and rural areas the lowest. The differences between school levels are significant only in large cities, where junior high school teachers are more vulnerable than those in senior high schools. The estimate of the proportion of teachers raped in a month is very low (4/100ths of 1%) and is not very reliable, except in terms of orders of magnitude.

Offenses Against the School

Estimates of offenses against schools, rather than persons, come from the principals' reports and are no doubt conservative, because some time and effort were necessary to fill out each incident sheet. Most widespread are the property offenses—trespassing, breaking and entering, theft of school property, and deliberate property destruction, sometimes called vandalism. Of these, property destruction is the most prevalent. Some 24,000 of the nation's 84,000 public elementary and secondary schools report some vandalism in a month. The risks are greater than one out of four, and the average cost of an act of vandalism is $81. In addition, around 8,000 schools (1 out of 10) are broken into in a month, the average cost of a school burglary being $183. The rate of burglary for schools is about five times as high as that for commercial establishments such as stores, which have the highest burglary rates reported in the National Crime Survey.

In contrast to property crimes, disruptive/damaging offenses—fires, false alarms, bomb threats, and disruptive behavior—primarily affect the school routine. While fires are usually regarded as property offenses, our data show that the costs typically associated with these acts are negligible. Most of them are probably wastebasket or trash fires. (This is not to minimize the amount of property loss due to serious arson. Other data indicate that arson is a major contributor to the cost of school crime. But the number of such cases is too small to estimate from this survey.) While school property offenses, such as vandalism and burglary, affect between 1 in 4 and 1 in 10 schools (respectively) in a typical month, any one of the disruptive/damaging offenses affects fewer than 1 in 40 schools.

Estimates of the annual cost of school crime run from $50 million to $600 million, with most clustering in the $100-$200 million range. Our best estimate, based on NCES data, is around $200 million in yearly replacement and repair costs due to crime.

There is a consistent tendency for the risks of antischool offenses to be higher in the Northeast and West than in the North Central and Southern regions. While there is some tendency for urban schools to have more property offenses, the risks of these and disruptive/damaging acts do not differ much throughout metropolitan areas (cities and suburbs) and are about the same in junior and senior high schools. The per-capita cost of school crime is higher in the suburbs than in the cities. Moreover, according to secondary school students, beer, wine, and marijuana are also widely available throughout metropolitan areas, especially in senior high schools.

As a rule, then, the risks of personal violence are greater in junior highs and large communities; the risks of antischool offenses are about the same for both junior and senior highs throughout metropolitan areas; the availability of alcohol and marijuana is greatest in senior highs but does not differ from cities to suburbs. Elementary and rural schools tend to have the fewest problems with these various offenses, though there are some minor exceptions. Clearly, though, the problems of school crime and disruption are not specifically urban phenomena.

Reporting of Offenses to Police

Only a small portion of violent offenses are reported to the police by the school. One-sixth of the attacks and robberies recorded by principals for the survey were reported. Even where serious violence is involved, as with attacks requiring medical treatment, only a minority—about one-third—of the offenses are reported to police. On the other hand, the majority of certain offenses against the school—especially burglaries—are reported to police. School principals are not unique in the tendency to avoid involving the police. Other studies have shown that people in general are reluctant to call in police unless the offense is serious.

Nevertheless, the nonreporting of violent offenses in schools is a finding that deserves consideration by school districts. The schools and police have traditionally had an arm's-length relationship, and much can be said for schools' handling of their problems internally, if they are not too serious. But districts in which violence is a serious problem may find it useful to assess and enforce reporting requirements and, in planning efforts, to rethink the respective roles of the police and the schools, especially with regard to the question of when the police should become involved and when not.

Other Signs of Trouble in Schools

In addition to the actual costs in human and dollar terms which crime and disruption create wherever they occur, they have added significance when they take place in the schools. Teachers who must attempt to carry out their responsibilities under fear for their personal safety find such conditions detrimental to effective teaching, to say the least, and students who spend their days at school afraid are not likely to learn much. We found that:

- 22% of all secondary students reported avoiding some restrooms at school because of fear.
- 16% reported avoiding three or more places at school for the same reason.
- 20% of the students said they are afraid of being hurt or bothered at school at least sometimes.
- 3% reported that they are afraid most of the time, representing around 600,000 secondary students.
- 4%, or around 800,000, stayed home from school in the previous month because they were afraid.
- 12% of the secondary school teachers, representing some 120,000, said they were threatened with injury by students at school.
- 12% of the teachers said they hesitated to confront misbehaving students because of fear.
- Almost half (48%) of the teachers reported that some students had insulted them or made obscene gestures at them in the last month.

With few exceptions, these attitudes and experiences are most prevalent in junior high schools in urban areas and least so in senior high schools in rural areas. At both the individual and the school level there is an association between these indications of trouble and actual violence.

The statistics on incidence, frequency, and seriousness of the problem are sufficiently compelling to make clear the dimensions of the problem and the need for concerted action to remedy it.

TIME AND PLACE OF INCIDENTS

The analysis of school crime data by time and place illustrates how "risk profiles," which may be of considerable use to school systems and schools in planning the allocation of preventive measures, can be developed. The analysis of national-level data should not be used for local planning purposes, however. It can only clarify broad patterns and illustrate approaches that school districts may want to employ in assessing and planning ways to reduce school crime.

The risks of personal violence, personal theft, and disruptive/damaging acts against the school are highest during regular school hours and tend to occur more frequently during midweek. Four-fifths of all personal violence at school takes place during the schoolday.

The risks of breaking and entering, on the other hand, are highest on weekends and secondarily during other nonschool hours. The importance of the absence of witnesses to such acts is highlighted by the fact that two-thirds of all school property offenses other than break-ins (theft of school property, vandalism, and trespassing) also occur on weekends and during other nonschool hours. Thus, the occurrence of school property offenses and personal violence tends to be complementary throughout the week, the former taking place more often on weekends and abating during the week, the latter starting low on Mondays, rising to a peak at midweek, and declining toward the end of the week.

Personal violence and school property offenses also tend to be complementary across months of the school year, one being high when the other is low. During the spring semester, school property offenses stay at or below the average for the year, with one exception. However, in the fall semester these offenses rise from a low in September to a high in December. Perhaps because of Christmas vacation, the risks of property offenses in December are much higher than in any other school month.

In a pattern the opposite of that for school property offenses, the relative monthly frequency of violent incidents begins high in February and drops systematically thereafter, reaching its low point in December. There is some evidence, then, that the incidence of both types of offenses is cyclical. Just as school property offenses occur in a mirror image of offenses against persons over the days of the week, they also do over months of the year.

For students, the classrooms are the safest places in school, considering the amount of time spent there. The risks are highest during the between-class crush in the hallways and stairs. Other places that pose substantial risks are the restrooms, cafeterias, locker rooms, and gyms. In the Phase III Case Studies, we found that the locus of much violence and disruption—the stairways, hallways, and cafeterias—were areas of crowding. One frequently heard comment from school personnel was that control of students, once they were in the classroom, was easier, and a relief from the chaos and disorder of the halls and stairs during change of classes.

WHO ARE THE VICTIMS AND OFFENDERS IN SCHOOL CRIME AND DISRUPTION?

A knowledge of who the victims and offenders are can be useful for policy purposes. For example, if most of the offenders are nonstudent outsiders, then measures to keep them out of school should be stressed. If most of the offenses involve older students preying on younger ones, then perhaps a separation of older and younger students is needed. If interracial violence is prevalent, then measures to reduce racial conflict would be appropriate.

Student Status of Offenders

The data provide clear answers to these and related questions. First, with the exception of trespassing and breaking and entering, the great majority of all reported offenses in schools were committed by current students at the school. All respondents agree on this. In most attacks and robberies at school, the offender is recognized by the victim; in most attacks the victim knows the offender by name (75%), but in most robberies he does not (43%). Since current students are responsible for most offenses, the schools' primary emphasis should be on internal problems.

Age and Grade Level of Victims and Offenders

The data are equally clear on the relative ages of victims and offenders. In three-fourths of all attacks and robberies of students, the victims and offenders were roughly the same age. In the other cases there was a slight tendency for older students to pick on younger ones, but not nearly enough to regard the separation of older and younger students as a viable means of reducing school violence.

With minor exceptions, the risks of being a victim of either attack or robbery in secondary school decline steadily as grade level increases. It is 7th graders who are most likely to be attacked or robbed and 12th graders who are least so. Since grade level is closely associated with age, the risks of violence also decline as the student's age increases. The lower the age and the lower the grade level, the greater the risk of being the victim of either attack or robbery. One striking exception, however, is the evidence that students 19 years old and above have a much higher probability of being victimized than students a year or two younger. The probable explanation is that these older students have failed a year or more at school, may have greater difficulty getting along with their younger classmates, and may be targets (and perhaps initiators) of aggressive behavior because of their marginal status.

Why are the risks of violence at school greater for the younger secondary students in the lower grades? There are a number of possible explanations. The higher risks may be due to: (1) biological and related emotional changes which some believe make early adolescence a volatile age; (2) socialization--as children grow older, society increasingly teaches them acceptable forms of behavior; it also becomes less tolerant of violent behavior; (3) adaptation to secondary school--the younger students have to learn the ropes in a new environment; (4) the separation of younger, more volatile students (in junior high schools) from the moderating influence of older students; and (5) the dropping out of problem students as they grow older than the mandatory schooling age.

Disentangling (1) biological and (2) socialization effects is beyond the scope of this study. The data do show that (3) the longer a student attends a given school, the lower the risks of violence, which suggests that learning the ropes may be a factor. More interesting, we find that (4) the isolation of young adolescents in junior high or middle schools may be a factor: 7th and 9th graders in comprehensive high schools (grades 7-12) have lower risks than those in junior high and middle schools, even taking location into account. The dropout argument (5) is not supported by the data: after other factors are taken into account, the proportion of dropouts reported by schools is not related to the levels of violence they experience; neither is the number of students identified by teachers as behavior problems. This suggests that removing problem youngsters from regular schools is not necessary to reduce violence.

Racial/Ethnic Characteristics and School Violence

Three assumptions are generally made about the relation between racial/ethnic status and violence in schools: (1) that the risks of violence are greater in minority (nonwhite) than in white schools; (2) that court-ordered desegregation contributes to school violence; and (3) that most violence in schools is interracial. What support do these assumptions receive from the data?

First, except for attacks in general, the risks of violence are greater in schools that are less than 40% (non-Hispanic) white. The risks are higher for all robberies of students and teachers, attacks on teachers, and serious robberies and attacks on students.

Does this mean that a school's racial composition itself contributes to (or reduces) violence? Statistical analysis shows that when other factors are taken into account, the proportion of minority students in a school cannot be seen as a cause of the general level of student violence (attacks and robberies combined). The important factor seems to be the amount of crime in the attendance area of the school. A minority school in a low-crime area has a little less violence than a white school (more than 70% white) in a low-crime area. Whether the same results hold for serious violence against students and for violence against teachers is a question for further research.

Second, court-ordered desegregation is associated with slightly higher levels of violence in schools, but there is no relation between the numbers of students bused for desegregation purposes and school violence, and there is suggestive evidence linking violence to the recency of initial desegregation efforts. Taken together, the data suggest that while the beginning of the desegregation process is associated with some increase in violence, things quiet down as time goes on and the process continues.

Third, the majority of violent incidents against students are not interracial, but a substantial proportion (42% of the attacks and 46% of the robberies) are interracial. However, this is not more than would be expected to occur by chance alone. It seems that the smaller the racial or ethnic minority in the school, the greater the chances that an attack on a member of that minority will be by someone of another racial or ethnic group. For example, more than two-thirds of the attacks on white students were committed by whites, while more than two-thirds of the attacks on Hispanic students were committed by members of other racial/ethnic groups.

Contrary to some research findings, our data indicate that the chances of violence are not greatest in substantially integrated schools (40%-69% white), but at least as great in schools in which either whites or racial/ethnic minority students are numerically predominant; there is some suggestion that risks may be highest for minority students in white schools and white students in minority schools. Numerical predominance by one group in a school appears to increase the risks for others.

Experiences and Attitudes of Student Victims

When students victimized by attack or robbery are compared with other students, they are more likely to report having low grades and having failed at school. They are also more likely to be in trouble at school. Half again as many victims as other students report having been suspended, and twice as many were expelled from other schools. These findings and others suggest that the victims of attack and robbery are also more likely than most students to be offenders. They tend to be youngsters who are in trouble, and part of the trouble may well be that they get into fights and other situations in which their chances of being victimized increase.

Compared to other students, victims of attack or robbery in schools are more likely to live in high crime neighborhoods and are much more apt to say that they are afraid on the way to school and at school. They are also more likely to avoid places at school because of fear, to stay home out of fear of being hurt, and to be absent for whatever reason.

Within the school, they tend to have fewer close friends and are more likely to turn to counselors and teachers for advice on personal problems than do other students. Those victimized by attack or robbery tend to say that they do not like their school, the students, the principal, or the classes. They also tend to see the rules of the school as unfair, inconsistent, and arbitrary, and to report corporal punishment and demeaning treatment of students. More than twice as high a proportion of victims as others say their schools are "not nearly as good" as other schools in the area.

These assessments should not be regarded simply as reflections of more negative attitudes on the part of student victims. They may also be realistic appraisals of schools which are badly run and in which a good deal of violence and illegal behavior occurs.

Characteristics of Victimized Teachers

Many of the demographic variables associated with student victims do not apply to teachers. Male students are twice as likely to be attacked as females, but for male and female teachers the risks are the same. Young (secondary) students are much more likely to be attacked than older students, but age is not consistently related to a teacher's risk of attack. In general, a teacher's attitudes and actions may have more to do with his or her risks than any demographic characteristics.

Class size does seem to be related to teacher victimization, for the higher the average number of students in the classes they teach, the higher the risk of being attacked and robbed.

Teachers with high proportions of (1) low-ability students, (2) underachievers, (3) behavior problems, and (4) minority youngsters are also more likely to be victims than others.

The picture of the school and its surroundings drawn by the victimized teachers is similar to that of their student counterparts. More than other teachers, they report that crime is a problem in the neighborhood around the school. Like the students, their assessment of their schools tends to be much more negative than that of other teachers. Their view of students is also negative. Like the victimized students, they are probably describing accurately school and neighborhood environments in which violence is fairly common, and in which efforts to reduce violence are generally ineffective.

FACTORS ASSOCIATED WITH SCHOOL VIOLENCE AND VANDALISM

Statistical analysis has shown that 22 factors are consistently associated with school violence and property loss, even after each factor is weighed against others. The 10 factors associated with violence are:

1. The crime rate and the presence or absence of fighting gangs in the schools' attendance area. It seems that the more crime and violence students are exposed to outside of school, the greater the violence in the school.
2. The proportion of students who are male. Since males commit more violent offenses than females, schools with higher proportions of males have more violence.
3. The grade level in secondary school and the age of the students. The lower the grade level and the younger the students, the more violence in the school. Possible reasons for this have already been discussed.
4. The size of the school. The larger the school, the greater the risk of violence, though the association is not strong.
5. The principal's firmness in enforcing rules and the amount of control in the classroom. The more firmly a school is run, the lower the incidence of violence.
6. Fairness in the enforcement of rules. The absence of fairness, as perceived by students, seems to provoke violence.
7. The size of classes and the number of different students taught by a teacher in a week. Apparently the implication is not only that teachers have better control over smaller classes, but that more continuous contact with the same students helps reduce violence.
8. The relevance of academic courses. Schools where students say that teachers are not "teaching me what I want to learn" have more violence. Students "turned off" by school seem to cause trouble.
9. The importance of grades to students. Schools where students strive to get good grades have less violence.
10. The students' feelings of control over their lives. Schools in which students feel they have little control over what happens to them have more violence.

In addition, there are 12 factors consistently associated with property losses due to crime in schools:

1. The crime rate in the attendance area.
2. Residential concentration around the school. The school's proximity to students' homes may make it a convenient target for vandalism.
3. The presence of nonstudent youth around school, cited by principals as a problem. Evidently, they increase the school's risk of property loss.
4. Family intactness and family discipline. Schools having higher proportions of students from families in which both parents are present, and in which discipline is firm, suffer less property loss due to vandalism and other offenses.
5. School size. In larger schools, where there is more to steal or destroy, property losses will be higher.
6. Rule enforcement, classroom control, and nonclassroom supervision. These again indicate that the more firmly a school is run, the fewer offenses it has.
7. Coordination between faculty and administration. This is another measure of how well the school is run.
8. Hostile and authoritarian attitudes on the part of teachers toward students. As a response to such attitudes, students apparently take it out on the school.

9. **Students' valuing their teachers' opinions of them. Schools in which students identify with their teachers have less vandalism.**

10. **The manipulation of grades as a disciplinary measure.** This practice may be seen by students as arbitrary and unfair, with the result that the school again is the victim.

11. **The importance of grades to students. Schools where students strive to get good grades have more vandalism.**

12. **The importance of leadership status to students. Schools where there is intense competition for leadership have greater property losses.**

In considering these 22 factors, certain themes emerge. The first is that while community and other background factors have a substantial influence on the amount of violence and property loss, schools are by no means the helpless victims of their circumstances. Many school factors seem to influence the amount of crime that schools experience. A sense of helplessness about the situation may even contribute to the problem by undercutting the positive steps that could be taken.

Second, systematic discipline and strong coordination between faculty and administration, both important factors in school governance, can have a substantial effect in reducing a school's problems.

Third, fairness in the administration of discipline and respect for students is a key element in effective governance. The absence of this characteristic in a school can lead to frustration and aggressive behavior by students.

Fourth, while size and impersonality are associated with school vandalism and violence, impersonality seems to be the more important of the two. Evidently, the closer and more continuous the personal bonds between teachers and students, the lower the risks of violence. In the Phase III Case Studies, respondents frequently mentioned the importance of personal contact. Not only does it increase a teacher's influence with students, but if students are known and can be identified, they are less likely to commit violent offenses. Further, close personal ties between teachers and students may increase the students' commitment to and involvement with the school.

Fifth, the perceived relevance of academic courses is a factor in the amount of violence a school experiences. Sixth, the discovery that striving for good grades at school seems to reduce violence while increasing vandalism does not mean that violent schools are faced with the difficult choice of trading violence for vandalism. There seem to be two syndromes—one for violence and another for vandalism—involving different kinds of students. In particularly violent schools, students are likely to be apathetic about grades, to have given up on school, and to feel that they have little control over their lives. Emphasizing academic achievement in such schools, as seen in the Phase III case studies, is part of the process of building school pride and student commitment, both of which are ingredients in turning violent schools into orderly ones. Many "turned off" students can be turned on again.

The vandalism syndrome, on the other hand, seems more likely to involve students who care about school, but who are losing out in the competition for grades and leadership positions, or who perceive grades as being unfairly manipulated for disciplinary purposes. Denied what they consider fair and adequate rewards by the school, they take aggressive action against it.

If a school is large and impersonal, discipline lax and inconsistent, the rules ambiguous and arbitrarily or unfairly enforced, the courses irrelevant and the reward system unfair, the school lacks a rational structure of order and the basic elements necessary to maintain social bonds, both among students and between students and school. In the absence of these, acts of violence and vandalism, whether for immediate gratification or rebellion, are likely to be common.

DEVICES, PERSONNEL, AND PROCEDURES TO PREVENT CRIME AND DISRUPTION IN SCHOOLS

Schools have responded to crime and disruption with a wide array of devices, personnel, and procedures. These measures tend to be most heavily concentrated in urban secondary schools, and while in general the problems are more pronounced there than elsewhere, some discrepancies exist between the allocation of these measures and the relative need in various areas. Security devices, such as specially designed locks, safes, and window and door alarms, highly ranked by principals who have used them, are most heavily concentrated in urban schools. Yet principals' reports indicate that the risks of some property crimes are as great in suburban schools as in the cities, and the risk of others, not much less. In terms of relative risks, suburban schools seem less well protected than urban schools. While principals consider such devices generally effective, undependability ratings for some of the more complicated electronic systems are relatively high. Respondents in the case studies also mentioned that their electronic systems were unreliable. Schools interested in investing in crime prevention "hardware" should investigate carefully the merits of the various systems available.

Unlike the security devices which are used primarily at night and on weekends, professional security personnel are employed during both school hours and nonschool hours. When school is not in session, they serve primarily to guard property; during the schoolday, however, they also help maintain safety and order in school. The skills required for the latter are greater than those needed for guarding property; hence school districts should recruit and train security personnel with particular care if they are to be used during the schoolday. The Case Studies also note the need for such training.

Principals who have employed security personnel, such as school security officers and police, rank them fairly high in reducing school crime; they also tend to rate them as more dependable (or less undependable) than the electronic security systems. Very few schools (1%) have regular police stationed in them, but the proportion is much higher in big city secondary schools (15%). School security officers are more widely used and are present during the day in half of all large city junior high schools and two-thirds of the senior highs in these cities. Even though junior high schools have higher rates of violence than senior highs, daytime security professionals are concentrated more in senior high schools. In terms of relative risks, junior highs seem to be getting a smaller share of these resources than they need.

Among the disciplinary procedures, suspension and paddling are the most widely used. No less than 36% of all secondary schools reported reliance on this form of physical punishment in a typical month. The practice is more prevalent in junior than in senior high schools and, unlike any of the other procedures, devices, or personnel, is most prevalent in rural areas; 61% of all rural junior high schools reported paddling students in a month's time.

Urban schools tend to have higher crime rates than those in other areas, and with few exceptions, security devices, security personnel, and disciplinary procedures are most heavily concentrated in urban schools, especially those in the largest cities. Yet the principals in these schools are much more likely than those in other areas to report that they receive little or no support from their school boards and central administrations in the handling of discipline problems. These findings suggest a reliance on technical measures not adequately supported by political leadership. In the absence of effective school governance, which such leadership can help to provide, reliance on technical measures can result in a continuing battle between disaffected students and beleaguered security forces, each trying to outwit the other.

PRINCIPALS', TEACHERS', AND STUDENTS' RECOMMENDATIONS

In the Safe School Study, students and teachers in secondary schools and principals at both levels were asked to recommend ways for schools to respond to vandalism, personal attacks, and theft. In addition, principals at all levels were asked to describe specific programs or measures which they had employed and found to be successful in reducing these problems.

Among all groups of respondents, discipline was rated as being of prime importance. Indeed, with the exception of the successful practices reported by elementary school principals, discipline was ranked first by all groups of respondents.

When we consider the practices listed as successful by all principals—elementary as well as secondary—the use of security devices ranked first, although these devices tended to receive middle-level recommendations from principals, teachers, and students together. The use of security personnel was among the top three (out of eight) categories of successful practices listed by principals and received middle-level rankings from the principals, teachers, and students who were asked to make general recommendations. Among the recommendations of these groups in large city schools, security personnel were ranked high. This is important because security personnel are most widely used in these schools. Respondents in the Phase III Case Studies expressed a preference for "more people than things" as an approach to security. In all schools training and organizational change, parental involvement, and improvement of the school climate were strategies also frequently mentioned, as they were in the Case Studies.

While school design was not often mentioned as a strategy recommended in this portion of the study, it was observed to be important in Phase III. Security personnel and other school staff frequently commented on the problem of difficult-to-reach or difficult-to-monitor spaces such as stairwells, alcoves, or numerous exit and entrance doors. They also frequently commented that open spaces, such as long corridors which could be kept under surveillance, were easier to secure. It was observed in Phase III that the safer schools were cleaner and better maintained, although not necessarily newer, than those schools which were still experiencing some disruption.

THE CENTRAL ROLE OF SCHOOL GOVERNANCE

Within all schools there is a process of governance which serves as a means of organizing behavior and achieving the ends of a school. Governance provides a rational structure of order, with positive incentives and negative sanctions, within which students, teachers, and others know what to expect and can conduct their behavior accordingly.

In the school, governance is expressed through the rules and regulations, with their negative sanctions, but it is also expressed through the system of incentives, such as grades and honors. Both of these structures help schools achieve the goals of educating and socializing youngsters.

It is a central conclusion of this study that strong and effective school governance, particularly by the principal, can help greatly in reducing school crime and misbehavior. The exercise of discipline, through the clear enunciation of rules and their even-handed enforcement, is an important part of this strategy. Also important are the rewards which schools offer, both through the incentive structure and in terms of academic substance. In the absence of efforts to increase student commitment to the school, efforts to reduce violence may be undercut.

In Phase III, the principal's leadership and his or her initiation of a structure of order described as "firm, fair, and most of all consistent" seemed to differentiate safe schools from those having trouble and to be the starting point for turning unsafe schools into safe ones. The leadership role of the principal appears to be a critical factor in itself. Visibility and availability to students and staff are characteristic of the principals in Phase III schools which have made a dramatic turnaround from periods of violence. Conversely, in those schools which remained in difficulty or which were headed toward increasing difficulty, we found that it was the principals who were most frequently cited as the major problem. Often they were described as "unavailable and ineffective." Most of the successful principals in Phase III studies took over their schools from ineffective principals during the low point in the school's experience with disruption. It is important to emphasize that strong leadership in this sense means a commitment to educational leadership as well as control over the school. In each case where principals were described as dynamically moving the school forward, their educational leadership and the new educational programs they installed were frequently cited by students and community residents as well as by school staff.

Successful principals were educational leaders and behavioral role models. The principal's leading the school by his or her own example, putting in long hours, and not arbitrarily siding with teachers or with students, were characteristics felt to be important. The principal's responsiveness to teacher and student input in terms of school policies were also considered important. In some cases, this meant a willingness to include students and teachers in decisionmaking; in others, it represented a willingness to make known how decisions would be made and a policy of following these procedures with openness and honesty.

In these formerly troubled schools, the successful principals were people of unusual strength of character, leadership abilities, and dedication to their schools and students. Such individuals are rare in any line of work, but we suspect that they exist in sufficient numbers in the ranks of principals, assistant principals, teachers, and other educators to supply the most troubled schools with new leadership. The problem for school districts is to identify people with such potential, recruit and train them, attract them to the schools that need them most, and keep them there, at least until they can be replaced by equally talented people.

There are also a number of characteristics of teachers which seem to have been important in Phase III schools where a successful governance program was established. High self-esteem, job satisfaction, and general agreement with the principal's educational and procedural styles are important dimensions of morale in successful schools. Teachers in such schools also reported that they were there because they wanted to be in those particular schools. Cohesiveness among teachers and a sense of identification with students was another characteristic frequently mentioned. Generally, high faculty morale seemed to be associated with a strong sense of the school spirit visible among students.

While the focus of school governance is the school itself, the active support of the central administration, backed by the school board, can greatly strengthen a school's governance program by providing both material and moral support. In the case of the schools with the worst problems, the initiative for change would ordinarily come from the administration.

Implications for Action

This study was designed to aid Congress in its deliberations on crime and violence in schools, not to formulate a Federal program as such. Hence we confine ourselves to pointing out measures that can usefully be undertaken by local school districts and schools. Some of these can be implemented by local communities themselves, without further assistance; others would require additional resources. The implications for action are organized around major themes of the report.

I. We found that while past increases in crime and violence have leveled off, there is abundant evidence of a problem requiring concerted action. In many respects school crime and violence stem from sources outside the school; but there are steps which schools and school districts can take to reduce such problems.

1. Crime and disruption in schools should be recognized as a significant problem, and the problem should receive the open attention and public concern it deserves. In the course of the study, a tendency to understate or minimize the extent of the problem was sometimes evident. Progress toward solving a problem cannot be made until the problem itself is recognized.

2. If a school district has reason to think that its schools may have a serious problem the dimensions of which are unclear, an assessment of the problem is in order. Some of the methods and instruments developed in the course of this study are suitable for such an assessment, though they should be used with an awareness of their limitations. This approach can also provide detailed information valuable for planning purposes (Chapter 2).

3. If crime and disruption are serious problems in a school or school district, the priority given to the issue must be a primary one. This may require some hard decisions about the relative value of other desirable goals and programs, although it is clear that educational goals cannot be achieved in an atmosphere of violence and disorder. Assigning a high priority to the issue also means that the district administration, backed by the board of education, should provide prominent, active support for efforts to deal with these problems (Chapter 6).

4. School districts and their communities should recognize that schools can do a great deal to reduce crime and disruption. If the feeling that nothing can be done pervades a school, nothing is expected or demanded of students, faculty, or administrators. Yet we found that many schools have managed to control and reduce the incidence of crime and disruption through locally developed and initiated programs (Chapter 5, Case Studies).

5. While schools can and should do a great deal to reduce crime and disruption, an adequate program to deal with the problem requires the consensus, cooperation, and resources which can come only through local planning and coordination supplemented by financial and technical assistance. Social policy is dependent on a measure of consensus among those groups that are affected by and have an effect on social problems. Such consensus begins with the identification of goals to be sought and the means of attaining them. In order to develop an effective program to make schools safe, it is necessary that interested parties in the communities—including parents, social agencies, the police, the courts, and others—join together to plan and implement such programs. Other financial resources and expertise should be available as a supplement to, but not a substitute for, local policymaking and planning.

II. A system of governance providing an equitable structure of order characterizes schools which are working and seems to differentiate safe schools from those which are having problems. Student commitment to the school is an important factor in the safety of schools.

6. Seriously affected schools should give particular attention to the establishment of legitimate and effective governance programs. Such programs involve at least two things: (1) firm, fair, and consistent discipline; and (2) a structure of incentives (such as grades and honors) which adequately rewards students for their efforts and achievements (Chapter 5, Case Studies). Attention should be given to rewarding diverse kinds of accomplishments (including individual improvement) and to broadening the availability of rewards.

7. Schools and their communities should recognize that the role of the principal is important to the success of any school, but that it is the key in schools which are seriously affected by crime and disruption (Chapter 5, Case Studies). Seriously affected

schools require principals who have strong leadership and administrative abilities. Recruitment and selection of such principals is essential. Attention should be given to the career ladder for assistant principals and to their movement into principalships. Specialized training of principals is also needed both in graduate schools and afterwards. Apprenticeships with principals who have demonstrated success in leadership of difficult schools is one method of training. Given the unusual qualities required for this job, incentives should be available to keep talented principals in the schools that need them most.

8. Communities and their school districts should provide the resources necessary to enable principals in seriously affected schools to exercise a leadership role vis-a-vis students as well as teachers. In practical terms, this might mean providing the principal with the assistance necessary to take care of some of the routine business of school administration, leaving the principal free to spend more time with students and teachers. The importance of the principal as a role model for students was evident in the study. Leading by example, putting in long hours, and being visible and available were essential activities. To maintain this posture requires that principals not delegate the functions of educational leadership and maintenance of discipline to others in order to carry out the routine administrative tasks which are part of the job.

9. Teachers and other school personnel require pre- and in-service training for making schools safe. While the principal seems to be a key element in establishing and maintaining a governance system which produces a safe school, the teachers, their relations with the administration, and their abilities in classroom management are also of considerable importance (Chapter 5). Many teachers report that "we weren't prepared for this" when they relate the problems they encounter in schools which have serious problems with crime and disruption. For teachers in seriously affected schools, intensive training in classroom management, perhaps provided in the summer, can be an important means of increasing their skills.

10. Communities and their school districts should increase the number of teachers in schools which are having serious problems with crime and disruption. Classrooms are the safest places in school, and smaller classes are associated with decreased incidence of crime and disruption (Chapters 2, 3, and 5). One response for a school which is having problems is to increase the number of teachers per pupil.

11. Consideration should be given to ways of increasing the "personalization" of secondary schools. School size, student anonymity, and alienation seem to be factors in school crime (Chapter 5, Case Studies). The principal's accessibility and lower student-teacher ratios should help "personalize" larger schools. Increasing the amount of continuous class time that a teacher spends with a given group of students would: (1) increase personal contact with students; (2) in junior highs, ease the transition from elementary schools; and (3) reduce traffic in the halls.

12. Seriously affected schools should provide more relevant courses to students, especially those who are alienated and "turned off" by school. The perceived lack of relevance is associated with apathy and violence in schools (Chapter 5). This is an old problem, but not an intractable one. Voluntary alternative schools and programs, many of which have a good track record with such students, should be considered as one approach.

13. Relationships between the administration and teachers, among teachers, and between the school and the school system are important in producing safe schools and should be supportive in dealing with the problem. "Down the line support" from the board of education and central administration to the classroom was a frequently mentioned necessity for school safety. The support of communities and parents can also help. Within the school, supportive attitudes toward students can help to contribute to a school climate which makes positive identification with the school, or "school spirit," more likely to develop (Chapters 6 and 7 and Case Studies).

III. Security measures and procedures can be helpful in reducing violence and property loss in schools, provided they are not used as a substitute for effective governance. In the absence of adequate leadership and student commitment to the school, security measures can become just another challenge to youngsters bent on attacking the school or other students.

14. School systems with serious problems of violence and vandalism can benefit from the hiring of additional security personnel. The recruitment and training of such personnel should emphasize interpersonal skills as well

as security functions. Security personnel can be effective in reducing crime and disruption in schools. Since they often function as peacekeepers and sometimes counselors, they should be recruited and trained to be able to fulfill these roles properly (Chapters 6 and 7 and Case Studies).

15. Schools experiencing serious problems should give special attention to surveillance and traffic control in areas such as hallways, stairwells, and cafeterias, where violence and disruption are most likely to start. Hallways especially may be strategic locations in troubled schools (Chapter 2, Case Studies). The better a principal is able to control them, the better the chances of restoring order to the school. The more adult hall monitors available, the better the chances of controlling the halls.

16. Schools and school systems should move to improve recordkeeping and reporting of serious problems to the police and other appropriate agencies. Many systems have requirements for the reporting of incidents, but they are often not followed (Chapter 1). School districts facing serious problems of vandalism and violence should review these requirements and, having done so, enforce them. It may be helpful to consult police in formulating guidelines for when they should and should not be called. The establishment and maintenance of recordkeeping systems and the development of reporting guidelines should be undertaken by school systems to ensure uniformity of recording and reporting.

17. Schools and school systems in which crime is a problem should coordinate their efforts with those of local courts. While local courts are central to the administration of juvenile justice, the schools express very little confidence in them (Chapter 6). The schools and courts should work together to plan and coordinate their activities with regard to juvenile (and school-age adult) offenders.

18. Schools and school systems should select security devices with care and with reference to their special needs. There are a great number of such devices available, and they vary in utility and reliability. Principals' responses indicate that security devices in general can be effective, but schools seeking such devices and systems should also seek advice on which ones to acquire and how they may best be used (Chapters 6, 7). Advice from school districts which have used them can be helpful (many large city districts have), and information on their testing and certification is available from various sources cited in Chapter 6.

Introduction

In recent years the press and other media have carried an increasing number of reports about crime and violence in the nation's schools. Vivid descriptions are presented of assaults, robberies, and sometimes murders in our schools. We hear of fighting gangs establishing and warring over "turf," nonstudents entering schools to prey upon pupils, classrooms and even whole schools being destroyed.[1] One Los Angeles high school principal described the situation by saying that "for teachers and students alike the issue is no longer learning, but survival."[2] Moreover, the problem is pictured not only as bad, but getting worse.

Estimates of the cost of school crime for the nation as a whole are in the hundreds of millions and are reflected in the high cost and limited availability of insurance for schools.[3] The estimates include replacement/repair costs and the costs of preventive measures. Not included are substantial costs of a less tangible nature: it is argued that (1) where violence levels are high, teaching and learning are negatively affected by a school climate that is dominated by fear,[4] and (2) even if this were not the case, the millions of dollars spent each year to employ security personnel or to repair broken windows could better be spent on improving instruction.

The question is not whether serious assaults, robberies, cases of arson, and other crimes occur in schools. Obviously they do. But the more relevant questions are, how often do such incidents occur? How many schools are affected and to what extent? How many people are victimized? In general, how serious is the problem, and is the situation improving or deteriorating?

To date we have had relatively little information available to answer such questions or to guide us in the development of policies to help schools in their efforts to deal with the problem. Some fragmentary data have been available, but not the kind of systematic data that would permit us to describe the nature, extent, and cost of school crime for the nation as a whole. Lacking too have been the kinds of data that would enable us to assess the relative importance of different factors in explaining why the risks of school crime and violence are greater in some schools than in others. With information of this sort, we would be in a position to suggest what kinds of measures are likely to be effective in preventing (or at least reducing) school crime, violence, and disruption. Without such data, it would be difficult to attack the problem systematically and arrive at workable solutions.

In response to this need and to growing concern about incidents of crime, violence, and disruption in the Nation's schools, the Safe School Study was mandated by Congress in 1974 in Public Law 93-380 (Section 825). The legislation called upon the Secretary of Health, Education, and Welfare to determine:

1. The frequency, seriousness, and incidence of crime in elementary and secondary schools in the United States;
2. The number and location of schools affected by crime;
3. The per-pupil average incidence of crimes in elementary and secondary schools in urban, suburban, and rural schools located in all regions of the United States;

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[1] For instance, see: California State Department of Education, A Report on Conflict and Violence in California's High Schools (Sacramento: California State Department of Education, 1973); Frank Thistle, "It's time we discussed the violence in America's schools," PTA Magazine, October 15-17, 1974; and Senate Subcommittee to Investigate Juvenile Delinquency, Our Nation's Schools—A Report Card: "A" in School Violence and Vandalism (Washington, D.C.: Government Printing Office, 1975).

[2] California School Boards Association, Conflict and Violence in California Schools, 1974.

[3] Bernard Greenberg, School Vandalism: A National Dilemma (Menlo Park: Stanford Research Institute, 1969).

[4] For instance, see Senate Subcommittee to Investigate Juvenile Delinquency, Our Nation's Schools, op. cit.

4. The cost of replacement and repair of facilities, books, supplies, equipment, and other tangible objects seriously damaged or destroyed as the result of crime in such schools; and

5. The means by which attempts are made to prevent crimes in such schools and the means by which crime may more effectively be prevented in such schools.

Enactment of this legislation followed hearings and earlier attempts in the Congress to pass laws that would help local education agencies in their efforts to cope with crime and disruption. The "Safe Schools Study Act" was introduced in the House of Representatives by Congressmen Jonathan B. Bingham of New York and Alphonzo Bell of California. The Senate, at the initiative of Senator Alan Cranston of California, adopted essentially similar provisions. These bills formed the basis for the present law.

To provide the information requested in the legislation, two different surveys were undertaken by agencies of the Department of Health, Education, and Welfare—one by the National Center for Education Statistics (NCES), the other by the National Institute of Education (NIE). The two were intended to complement one another.

The NCES Survey was designed to provide information on points 1 through 4 in the legislation and do so within a stringent reporting requirement set by the legislation. Consequently, in surveying its national sample of schools and districts, NCES relied on the collection of data by mail and limited its requests to information that could be found in school records or supplied from memory—i.e., (1) data on the incidence of specified kinds of criminal activities reported by school authorities to the police; and (2) information about the costs of replacing or repairing school property lost or damaged as a result of unlawful activity.

The NIE was not faced with so early a reporting deadline and therefore had a freer hand in designing its study. This made it possible to use a range of survey and other data collection methods and to take a more comprehensive and interpretive look at the incidence and causes of school crime.

What this meant in terms of the study carried out was that the NIE was able to use a number of approaches and to address several kinds of questions that NCES could not:

1. Examination of a broad range of offenses: those reported to the police, those not reported to the police, and activities that may be violent or disruptive but that violate no criminal statutes;

2. Collection of detailed information about offenses: how many are being committed, who is doing what to whom (or, in the case of property damage, to what), and when and where are these offenses being committed;

3. Use of several types of information sources: numbers of offenses committed and reports from principals describing incidents in some detail; descriptions of attacks, thefts, and robberies from students and teachers recently victimized; detailed case studies of schools that have had serious problems with vandalism and violence in the past and that over time have (in most cases) changed for the better; and

4. Analysis of factors accounting for school-to-school differences in incidence rates: rates of incidence and concomitant school and community variables that seem to explain why the risks are greater in some schools than in others.

This report deals primarily with the NIE Study—the questions asked, the research approaches used, the data gathered, their meaning and possible implications, and the kinds of policy recommendations suggested by the data. We will use NCES data to answer certain questions in Chapter 1. However, we have not attempted to describe the NCES Survey or data fully. The results of that survey were released in December 1976 and are reproduced in Appendix B.

In the remainder of this Introduction, we will describe the thinking that guided the NIE staff in the design and analysis of our survey and consider briefly the procedures and instruments used.

CONCEPTUAL FRAMEWORK

The NIE Study was designed to provide some guidance for the development of policy and program initiatives to assist schools in reducing crime and disruption. Some insight into the problem can be derived from descriptive data about the nature and extent of crime in the nation's schools and what schools are doing to prevent it. Knowledge of incidence rates and their variation may be necessary to understand the full extent of the problem: however, this alone is not sufficient as a guide for the design of strategies to prevent (or at least reduce) school crime and violence. In addition, we need to know why some schools experience more crime and violence than others, and we must try to explain this variation in terms of factors amenable to policy action. Once we know what circumstances and conditions seem to accompany the varying degrees of crime in the schools, we will be in a better position to determine the potential efficacy of various crime prevention strategies that might be adopted.

These information requirements suggested the need to collect data for two kinds of purposes: (1) to provide the descriptive information requested on the incidence of various categories of crime in schools; and (2) to shed some light on the causes of school crime, by examining factors known or expected to be highly related to levels of school crime. The following pages discuss some of the concepts that guided the initial formulation of questions asked in the survey.

Measures of School Crime and Misbehavior

To provide basic information for both descriptive and analytic purposes, data were collected on incidence of a number of offenses occurring in schools. The categories used in the FBI Uniform Crime Reports were followed, but behavioral rather than legal descriptions of events were used. We distinguished offenses against schools (trespass, break-in, theft, bombing, arson, false fire alarms, and other vandalism) from offenses against persons (assault, robbery, rape, and homicide). We also included a number of other offenses, such as drug and alcohol abuse, weapons possession, and disorderly conduct.

While the behavioral descriptions of incidents reflect legal categories, it cannot be assumed that all the incidents reported would ordinarily be regarded as crimes by most people or indeed by the police. Theft is a crime, but are we to assume that the filching of a pencil or notebook is a criminal act, as ordinarily understood? Assault is a crime, but how are we to classify one student's punching another's arm as they pass in the cafeteria? No doubt some responses to our questions refer to such behavior. To distinguish the more serious incidents from the less serious ones, we have included questions about the extent of injury, if any, the presence of weapons, dollar loss and the like, and these data are presented. But in our discussions it should be kept in mind that many of the incidents recorded would probably not result in arrest or prosecution if known to the police. For this reason, we often add a second, qualifying term to the word "crime," such as "misbehavior," "disruption," or "violence," and invite the reader's attention to the data on the seriousness of incidents in Chapter 1.

Along with statistics on number of incidents of each type, then, we collected detailed information about each offense committed. These data allow us to answer questions such as:

- What kinds of offenses occur in schools?
- How serious are these offenses?
- How much actual physical harm do students and teachers experience?
- To what extent are weapons involved?
- What proportion of offenses are reported to police by the school?
- When are crimes committed at school (when during the day, the week, and the year)?
- Where at school are they committed?
- What kinds of property are stolen or damaged?
- To what extent is the threat of crime a problem?

Correlates of School Crime and Misbehavior

In order to help explain why some schools have high crime rates and others low rates, data were collected on two basic sets of factors that may affect the level of crime in schools:

1. The community in which the school is located—the argument is often made that differences in crime rates among schools are a reflection, in part, of conditions within the community served by the school; and
2. The school itself—one argument common in the delinquency literature is that much of the delinquent behavior in schools is in part a function of the social and structural characteristics of this institution.[5]

Thus, it is argued that differences in school crime rates will be (in part) a function of community conditions, regardless of the nature of the schools themselves, and a function (in part) of social and structural variation among schools, regardless of conditions in the communities they serve.

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[5] Arthur L. Stinchcombe, Rebellion in a High School (Chicago: Quadrangle Books, 1964); Travis Hirschi, Causes of Delinquency (Berkeley: University of California Press, 1969); Martin Gold, Status Forces in Delinquent Boys (Ann Arbor: Institute for Social Research, 1963); and Kenneth Polk and Walter E. Schafer, Schools and Delinquency (Englewood Cliffs: Prentice Hall, 1972).

Two types of community factors were expected to affect the incidence of crime in schools—community characteristics and school-community relations. Community characteristics affect the opportunity and motivation to commit crimes against schools. Deserving of primary consideration among these characteristics are, of course, the size of the community and the amount of crime in it. Both are expected to be related to the amount of crime in schools. Other relevant factors may be the economic, social, and racial/ethnic composition of the area, family stability, and population concentration around the school, as it is frequently argued that poverty, minority status, family instability, and crowded conditions increase the risks of crime.

Community-school relations may also be a factor in the incidence of school crime and misbehavior. It is arguable that schools having good relations with the surrounding community will tend to have less of a problem: the more support a school gets from parents, community agencies, police, the board of education, and other sources, the lower the school crime rate will tend to be. Indices of the kinds and quality of these relations were therefore included in the survey questionnaires.

In addition to these community factors, we focus on several school factors that may be potentially important in explaining variation in school crime rates. Substantial attention is paid to school factors, for they are probably more amenable to policy control than most community factors. Furthermore, there is much in the literature to suggest that schools can and do affect the levels of delinquency that occur.[6]

Four broad categories of school factors are considered: physical structure, social structure, school functions, and school climate.

The school's physical structure is of obvious relevance to the incidence of crime in the school. In the survey we posed a series of questions relating to the vulnerability of the physical structure—the presence of security hardware, such as special locks, intrusion alarms, monitoring devices, and the like. Questions about the actual design of schools proved difficult to construct for survey purposes because of the great number of possible variations in school design. For some information on the relation of design to school crime, we have relied on case study data.

The school's social structure is likely to be a very important factor in accounting for the incidence of crime. We include here two aspects of social structure: the social composition of the school (number and characteristics of its students and staff) and social relations.

Among the compositional variables expected to influence school crime rates significantly are the numbers of students and staff and the socioeconomic characteristics of students and staff. Studies of colleges and universities have indicated that large institutions are more likely than small ones to have high rates of disruption.[7] Therefore, it is reasonable to expect that the same will hold for public schools, especially at the secondary level. Characteristics of the students—age, sex, economic status, and race or minority status—may all be contributing factors, as records indicate that young people, males, the poor, and minorities all have higher arrest rates than others. In addition, studies of public secondary schools suggest that the closer a school's racial composition approximates a 50%-50% black/white distribution, the greater the likelihood of interracial violence.[8] Further, teachers often argue that high student/teacher ratios and large classes contribute to the amount of violence and disruption in schools.

Social-relations variables expected to have a bearing on school crime rates include the level of intergroup tension among students and the power relations between students and administration. Three major types of social relations are considered:

1. Power relations (the relative power of administrators, teachers, and students, especially as this applies to decisionmaking):

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[6] Ibid.; also William Spady, "Authority System of the School and Student Unrest: A Theoretical Exploration," in Uses of the Sociology of Education, National Society for the Study of Education, 73rd Yearbook (Chicago: University of Chicago Press, 1974); and Vincent Tinto, "Antisocial Patterning of Deviant Behavior in School," unpublished manuscript, Syracuse University.

[7] Joseph W. Scott and Mohamed El-Assal, "Multiversity, University Size, University Quality, and Student Protest: An Empirical Study," American Sociological Review, 34 (October 1969); and Bayer and Astin, Campus Disruption During 1968-1969 (Washington, D.C.: American Council on Education, Research Report #4, 1969).

[8] Robert Havighurst, A Profile of the Large City High School (Washington, D.C.: NAASP, 1970); Stephen K. Bailey, Disruption in Urban Public Secondary Schools (Syracuse: Syracuse University Research Corporation, 1969).

How much power does each have to affect decisions regarding curriculum, grading, school rules, and the like? Does it reside primarily with the principal, or is it more widely distributed? What institutionalized means are available for the redress of grievances?

2. Authority relations: Who is recognized as having the right to make various kinds of school decisions? Where is the focus of authority in the school, if anywhere? If the principal decides on most matters large and small, do the teachers and/or the students regard these decisions as legitimate?

3. Affinity relations: How well do the groups in school get along with each other—students with teachers, teachers with administrators, and subgroups of students with each other? Are contacts between individual students, teachers, and administrators frequent and personal or infrequent and impersonal?

The importance of examining power and authority relations within the school, especially between students and the administration is fairly evident. In the traditional view, running the school is primarily the principal's responsibility, and the stronger his leadership, the less violence the school will have. On the other hand, in the 1960's and early 1970's, the minimal extent of student participation in school decisionmaking was found to be a major grievance, one significantly related to the amount of disruption in schools.[9] Whether it remains so today, when the emphasis on participatory democracy has diminished, is a question to be investigated.

One set of theories of crime and delinquency suggests that school disorders may be the result of strains due to the absence in schools of adequate channels for the expression and redress of grievances.[10] If students do not have access to such channels, various kinds of disruptions may result. If this is correct, then we would expect higher levels of disruption in schools lacking adequate channels for the expression or redress of grievances.

As regards affinity relations, the connection between intergroup tension and violence is pretty straightforward, and it may be expected that effective methods of reducing such tension will also reduce school violence. Other apparent sources of violence in schools are the alienation and impersonality that often are related to school size: the less personal the environment and the less personal influence that teachers and the administrators have on students, the greater the extent of violence in the school.

School function variables are derived by and large from Spady's work[11] on the functions schools perform and their effects on students. Spady argues that schools fulfill five basic functions: instruction, socialization, custody-control, evaluation-certification, and selection. Under each of these five functions, we include such variables as:

1. Instruction: amount of time spent in instruction, perceived quality of instruction and perceived relevance of courses.

2. Socialization: student involvement in school organizations and activities, provisions for staff/student interaction on nonacademic matters, and counseling services (guidance, personal problems).

3. Custody-control: nature, extent and clarity of school rules, degree of rule enforcement, perceived fairness of rules and their enforcement, disciplinary measures (suspensions, expulsions, corporal punishment), and programs for discipline problems (special classes, alternative schools).

4. Evaluation-certification: emphasis placed on grades, use or misuse of grades, teacher expectations of students, and promotion policies.

5. Selection: extent and characteristics of tracking, criteria for recruitment to school (personal preference, geographical assignments, etc.), and special classes (for gifted, retarded, etc.).

Information was collected for all of these categories of variables in order to examine the variability among schools in the way they fulfill their functions.

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[9] Scott and El-Assal, op. cit.; Mark Chesler and Jan Franklin, Survey of Student and Teacher Views of Disrupted Schools, (1969); Edward McDill and Leo Rigsby, Structure and Process in Secondary Schools: The Academic Impact of Educational Climates (Baltimore: Johns Hopkins University Press, 1973).

[10] The basis for these theories is: Robert K. Merton, "Social Structure and Anomie," in Robert K. Merton, Social Theory and Social Structure (New York: The Free Press, 1957).

[11] Spady, op. cit.

(1) If instruction is bad, if courses are considered irrelevant, or if little emphasis is placed on academic performance, students may have little attachment to the school. Their school experience may be a frustrating one which leads them to take out their aggression on other students or on the school itself.

(2) If a school does not provide the basics of socialization, such as clear standards and expectations for behavior, it may have more vandalism and violence than another school which provides these basics.

(3) If schools have indefinite rules, if they fail to enforce the rules, or if they enforce them unfairly, they may experience high levels of crime and disruption.

(4) Likewise, if a school's emphasis on grades is heavy and low grades are regarded as stigmatizing, or if grades are awarded unfairly, students receiving low grades or grades which they see as unfair may be antagonistic toward the school and other students. The same may be true of students who have failed a year or more at school.

(5) If schools have rigid tracking systems so that students in the lower tracks see no opportunity to get better teachers and courses and hence no future for themselves in the schools, their commitment to school is likely to be minimal and the trouble they cause, considerable.

Finally, as the fourth major category of school variables, we are concerned with those aspects of school climate—attitudes, beliefs, and values—that are most likely to affect the rate of crime and misbehavior in schools. The relation between school climate variables and school crime rates—particularly as regards violence and vandalism—is expected to be fairly direct. If students do not like their school or their teachers or each other, the potential for violence and vandalism is probably enhanced. If students hold ethical values that are contrary to the law or the accepted rules of the game, a climate that tolerates violence and vandalism may exist. If teachers and administrators have little regard for students and treat them in demeaning ways, student unrest is likely to be high.

Let us review what we have said about the measures suggested by our conceptual framework. To provide the descriptive information called for in the legislation, we needed measures of the incidence of various kinds of crimes occurring in schools. To shed some light on the question of why some schools experience more crime and violence than others, we collected data on a number of factors known or expected to be highly related to levels of school crime: both community variables and school variables.

The community variables considered were basic community characteristics (size, crime level, socioeconomic composition, and the like) and school-community relations.

Four sets of school variables were examined: the school's physical structure, its social structure, school functions, and school climate. Particular attention has been given to the last three variables as they relate to patterns of governance in the school. We expected these factors to be important in explaining levels of violence and disruption, and we believed they were factors that might be particularly amenable to policy impact.

In the course of our analysis, many of the hypotheses were not supported by the data. A significant number were, however, and they provide some understanding of the roots of the problem and hence some insight into the likely efficacy of various kinds of preventive strategies that might be adopted. Are school crime rates merely reflections of the communities in which they are located and the students they serve? Or are they also a function of school characteristics, which can be changed by policy action? If school characteristics seem to make a difference, which ones do? Are they diverse and essentially unrelated? Or do they fit together in a pattern? These are among the questions to be addressed by the statistical analysis in the study.

SURVEY METHODS

The NIE survey had to consider at least three important factors in determining what data to collect and how to proceed: the general phenomenon of under-reporting of crime; the recognition that information on crime is sensitive material requiring stringent measures to assure the anonymity of respondents, schools, and school systems; and the absence of a detailed and widely adopted system of recordkeeping for school crimes.

In addition, the NIE survey was designed to take into account one other factor as well—the recognition that while survey research using questionnaire responses to obtain data can provide broad indications of the extent of crime and some of its correlates, it may not provide detailed insights into the dynamics of the school processes that are involved and that may prove important for policy formulation. This factor suggested the advisability of using a multiphase approach in collecting data—that is, different types of quantitative and qualitative information.

The NIE data were gathered in three related substudies, each with distinctive purposes and characteristics:

- Phase I survey: In Phase I, data were gathered from a large national sample of schools. These data provide the basis for many of our estimates of the extent of crime in schools nationally.

- Phase II survey: A smaller subsample of schools was used to gather detailed data about not only the incidence of school crime, violence, and disruption, but also about community and school factors that might help to explain why incidence rates are greater in some schools than in others. The Phase II survey was designed to permit statistical analyses of the relationships between incidence rates and these expected correlates of school crime. In addition, the Phase II survey was designed to take into account the known phenomenon of authorities under-reporting crime: this survey included administration of questionnaires and (in the case of students) interviews to victims of school crime and violence, as well as gathering data from principals reporting for their schools.

- Phase III Studies: The final phase of the investigation was intended to explore the dynamics of school crime and crime prevention through observation and in-depth case studies of a small number of schools that at one time had serious crime problems and have since had various degrees of success in crime prevention. These case studies permit us to explore potentially causal relationships in explaining levels of crime and different degrees of success in turning around a bad situation.

Data collection and processing, together with the calculation of estimates for the NIE study and management of Phase III activities, were carried out by the Research Triangle Institute. Appendix C provides a detailed discussion of the methodology of the study—sample design, selection, and weighting procedures; data collection instruments and procedures; data preparation and analysis; estimates of sampling and nonsampling error; and case study procedures. Copies of all instruments used in the survey are included in this appendix.

Phase I Survey

A representative sample of 5,578 public schools in the United States was selected for Phase I. In a mail survey, principals in participating schools were asked to report in detail on the incidence of illegal or disruptive activities for selected 1-month periods between February 1976 and January 1977 and to provide some background information on their schools. The nine 1-month reporting periods (summer months not included) were assigned to participating schools on a random basis. Completed forms were returned by 4,014 schools, giving a 72% response rate. (In analysis of the data, responses were weighted to take nonresponse into account.)

Public schools in the United States are organized in many combinations of grades and groups of grade levels. For this study we have stipulated a uniform set of grade-level combinations. A senior high school is defined as one in which grades 10, 11, and 12 constitute half or more of all grades in the school. A junior high is a school other than a senior high in which grades 7, 8, and 9 are half or more of all grades in that school. Schools with a majority of lower grades are classified as elementary schools.[12]

Schools in the survey also were randomly selected to represent schools in four different types of communities: (1) large cities: central cities of Standard Metropolitan Statistical Areas (SMSAs) having populations in excess of 500,000; (2) smaller cities: central cities of an SMSA having populations of 50,000 to 500,000; (3) suburban areas, which are the noncentral city sections of an SMSA; and (4) small town and rural areas outside any SMSA. (Although portions of noncentral city SMSAs can contain rural sections, and although towns as large as 50,000 can be found outside SMSAs, the areas defined are predominantly suburban or rural.) The average size of the large cities in this study is around 1,200,000; smaller cities, 125,000; suburban communities, 13,000; and rural communities, 2,500.

Two data collection instruments were used in Phase I, the Principal's Report Sheet (PRS) and the Phase I Principal's Questionnaire (PQ).

Report sheets were used by the principals or their designees to record basic data on disruptive or illegal incidents as they occurred or as shortly thereafter as possible. One form was to be used for each incident occurring in the school's reporting month.

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[12] Junior high schools as defined here include those middle schools in which grades 5 and/or 6 comprise a minority of all grades. There is some grade overlap between junior and senior high schools, especially in the case of grade 9.

To provide uniformity, offenses listed on the forms are defined in behavioral rather than legal terms. Thus, instead of "robbery," the description used is to "take something from someone by force, weapons, or threats." The form also calls for information on the level of seriousness of the incident, its time and location, the characteristics of the victims and offenders, and to whom (if anyone) the incident was reported. Of the 4,014 schools participating in the Phase I survey, 3,612 (90%) returned 11,525 report sheets; 1,362 of these report sheets indicated no incidents.

The Phase I Principal's Questionnaire is a short (25-question) instrument that seeks information on means of prevention used, and those recommended, by the schools in the sample. It also seeks basic information on the school, such as number of students, teachers, and classrooms. Phase I Questionnaires were returned by 3,910 principals (97%).

Phase II Survey

For Phase II, a nationally representative cluster sample of 851 junior and senior high schools was selected; of these, 642 participated in this phase of the study, giving a 76% response rate. (In both Phases I and II, responses were weighted to take nonresponse into account.) As in Phase I, the sample was drawn from the four types of locations (large city, smaller city, suburban, and rural), and each school in the sample had a randomly assigned reporting month. In contrast to Phase I, the Phase II data collection was conducted on-site by field representatives, rather than by mail.

One purpose of Phase II was to conduct victimization surveys of teachers and students, in which respondents were asked to provide information about their own experiences as victims of personal offenses in school. Another was to gather data from principals, teachers, and students about themselves, the school, and the surrounding community.

In Phase II five instruments were used. A Principal's Report Sheet identical to that used in Phase I was employed. Of the 642 schools participating in Phase II, 582 (91%) returned 2,888 report sheets; 139 of the report sheets indicated no incidents.

The Phase II Principal's Questionnaire is an expanded version of the Phase I Principal's Questionnaire, seeking additional information on school factors that might be expected to contribute to (or reduce) crime and disruption in schools; 623 principals returned these questionnaires (97%).

The Teacher's Questionnaire (TQ) was given to all teachers present in each sample school during the 2 to 3 days when field representatives were gathering data. In all, 23,895 teachers completed these instruments, which were self-administered and anonymous. This represented a 76% response rate. Teachers were asked to provide information on themselves, their schools, their own experiences, if any, as victims of robbery, personal attacks, theft, and rape during the previous month. (Called the "Target Month," this is the same month for which the principal filled out Principals' Report Sheets [PRSs]. Teachers were also asked to provide victimization data for the month before the target month (called the "Pretarget Month"). Except for necessary minor changes, the same behavioral definitions of offenses as on the Principals' Report Sheets were used.

The Student Questionnaire (SQ) is in many ways similar in scope and content to the Teacher's Questionnaire. A random sample of about 50 students in each school provided background information on themselves, their schools, their experiences, if any, as victims of robbery, personal attacks, and personal theft in the previous month (Target Month). The questionnaires were administered to students in groups, each student filling out his or her own. Altogether, 31,373 students returned questionnaires, an 81% response rate. As with the teachers, all student data were anonymous.[13]

Student Interviews (SIs) were held with a randomly selected subsample of approximately 10 of the 50 students in each school who filled out the Questionnaires. The Student Interviews were undertaken after a pilot study showed that victimization questions on the Student Questionnaires yielded extraordinarily high rates. Each interviewed student was asked whether he or she had experienced a given offense in the Target or Pretarget Month; if so, the student was asked to provide detailed information about the incident, very similar to the detailed information requested in the Principals' Report Sheets. As with the Report Sheets, the purposes of obtaining this information were to provide descriptive data about the seriousness of offenses and to help ensure that the incident actually occurred when and where the respondent initially said it did. In all, 6,283 students were interviewed, an 83% response rate.

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[13] Unlike the Teacher Questionnaires, the Student Questionnaires did not include a question about rape, which was considered too sensitive for a national survey of students administered in schools.

Phase III Studies

A small purposive sample of 10 schools was selected for more intensive, qualitative study. Most of the Phase III schools have had serious problems with crime and violence in the past and have changed dramatically for the better in a short period of time. A few continue to have serious problems. Each Phase III report is a small case study that focuses concretely on the ways in which schools have coped or failed to cope with incidents of crime and disruption and with what consequences.

Estimates and Error Margins

An understanding of the estimates in this report requires a discussion of survey error. While this discussion is fairly technical, it is important to show at the beginning of the report that survey estimates are only approximations of reality rather than "facts" about it.

Two kinds of errors are possible in any estimate based on a sample survey—sampling and nonsampling errors.

Sampling errors occur because data are gathered only from a sample, not the entire population. However, the amount of sampling error can be expressed by the standard error of estimate. The standard error is a measure of the reliability of an estimate made from a sample. If a given survey were repeated many times, so all possible samples of the same size and design were used, the average estimate derived from all these surveys would be the same as the real number in the population, if there were no nonsampling error. The chances are about two out of three that the average estimate from all possible samples would fall within the range of ±1 standard error of the initial estimate. Thus, if our survey were to yield an estimated 1,000 offenses of a certain kind, and the standard error were 100, we could say that in all possible samples for the same survey, the chances would be about 2 out of 3 that the average estimate would fall between 900 and 1,100.

The range encompassed by ±1 standard error is called the 67% confidence interval. As the range is increased, it becomes more likely that the average estimate would fall within the expanded range. Thus, the chances are about 9 out of 10 that the average estimate would fall within ±1.6 standard errors (the 90% confidence interval) and 19 out of 20 that it would fall within ±2 standard errors (the 95% confidence interval).

For the population estimates of crime in this report, the 95% confidence intervals are provided.

Nonsampling errors in surveys derive from many sources, among them the instruments, such as questionnaires, and the survey methods. These are discussed briefly below. (Other types of nonsampling error and special data quality studies conducted for this survey are discussed in Appendix C.)

(a) The Principal's Report Sheet: One of the strengths of this method is that information is collected when incidents occur, rather than later. If a respondent is asked to look back over a period of time and indicate the number of incidents that took place during the period, memory loss is likely to produce inaccurate results. The further back the incident, the less likely it will be remembered; on the other hand, the longer the recall period, the more difficulty the respondent will have specifying whether past incidents occurred within or outside of a given period. To the extent that they occurred outside the time period, the effect would be to inflate the estimates.

Another advantage of the incident-reporting method is that it calls on the respondents to provide detailed information about the incident, including time and place, thus helping to assure both that the incident actually occurred and that it occurred where and when the respondent says it did.

The reporting method employed here also has limitations. Some principals might have been reluctant to report incidents for fear that their schools would "look bad" when compared with others. Further, in many cases, a principal simply might not have been aware of incidents occurring in the school. This seems especially true of personal offenses in secondary schools, where principals recorded far fewer incidents than teachers and students, and tended to record the more serious ones (Chapter 1). Offenses against school property seem to have been reported more fully both because they are more easily documented and because principals usually have to account for dollar losses incurred by the school.

A special study in Indiana elementary schools provided an opportunity to check incidents reported by principals against those reported by teachers using the same method. The teachers filled out report sheets on offenses experienced by their students at school and on property damage or loss in their classrooms. For comparable offenses, there were no significant differences between the rates derived from the teachers' reports and those of the principals, except for personal theft (teachers reported more of it). The special study thus gives added confidence to the elementary principals' reports.

Another possible limitation of this method is that it takes time to fill out the sheets, which might have discouraged full reporting. To see whether a shorter reporting period, placing less of a burden on respondents, would increase the number of incidents recorded per unit of time, a special data quality study was conducted in December 1976 and January 1977. A sample of principals was asked to fill out reporting sheets for 1 week only, rather than 1 month. There was no significant difference between the monthly rates derived from the shorter and longer reporting periods. Evidently, decreasing the respondent burden does not significantly affect reporting.

Insofar as we have been able to assess the incident reporting method, it seems that elementary principals' reports are reasonably accurate, that secondary principals' reports are more accurate for offenses against school property than for those against persons, and that differential respondent burden does not seriously affect the results. It is very likely that most of the report sheets represent real incidents that occurred in the month in question. It is also likely that some incidents known to principals were not reported. The Principal Report Sheet estimates should therefore be regarded as conservative.

(b) Teacher's Questionnaire: The chief strength of the Teacher's Questionnaire method is that information was obtained directly from persons who might have been victimized, rather than from secondhand sources. Further, to reduce any reluctance to report incidents that occurred, a pledge of anonymity was provided. Finally, the recall period for the Teacher's Questionnaire is brief—1 or 2 months—and hence memory loss is likely to be minimal. Most other victimization and self-reported offender studies have much longer recall periods.[14]

On the other hand, a self-administered questionnaire is more liable to misinterpretation than an interview, and the need for economy in posing questions works against collecting the more detailed information that would help verify incidents. In addition, one cannot be sure that the incidents reported by a teacher as taking place at school in a given month actually occurred there and then. A tendency of respondents to report incidents occurring outside the specified time period, called "telescoping," has been noted in other studies. To mitigate this problem, the teachers were asked to provide victimization data not only for a Target Month (e.g., March 1976), but also for the Pretarget Month (February), on the assumption that, given the opportunity to report distant experiences in the earlier month, the respondent would be less likely to telescope them into the Target Month.[15]

To assess the magnitude of the time-telescoping problem, another data quality study was conducted in December 1976 and January 1977. A subsample of teachers was interviewed by telephone, and special checks were employed to prevent telescoping. For attacks and serious thefts there were no significant differences between estimates from the special survey and those from the regular one, although estimates for the smaller thefts did differ. (There were too few robberies to test the two methods.) Time-telescoping, then, while still a problem, might not be a major one. On the other hand, we have no way of knowing whether incidents reported as occurring at school actually took place there rather than someplace else. The possibility of such "spatial-telescoping" is, as far as we know, unique to this study, and it is a subject calling for more research.

(c) Student Questionnaire: The same strengths and limitations apply to this method as to the Teacher's Questionnaire. In addition, the students in many cases probably had more difficulty reading and understanding the questions. (One of the reasons for conducting direct interviews with the subsample of students was to be reasonably sure that they understood the questions.) Reading ability was undoubtedly a biasing factor but might not have been too serious. In Chapters 3 and 4 we see that the Student Questionnaire data behave in very consistent and predictable ways.

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[14] For example, the National Crime Survey, conducted annually by the Bureau of the Census for the Law Enforcement Assistance Administration (LEAA), has a 6-month recall period; and a self-reported offender survey conducted by Martin Gold at The University of Michigan's Institute for Social Research had a 3-year recall period.

[15] Telescoping was a major issue in the development of the National Crime Survey. To guard against this tendency, a method called "bounding" was developed. By this method, the respondent is initially asked to report retrospectively on victimization experiences occurring in a certain period of time. Later, the same respondent is revisited and asked to report incidents occurring since the previous interview. Incidents that appear to be duplicates are then brought to the respondent's attention to see whether they are in fact two separate incidents, one occurring within the more recent period and the other in the previous period. If the two reported incidents turn out to be one, it is placed in the earlier period.

The time and expense required to bound interviews would have been prohibitive for the Safe School Study, and the need to know the respondent's identity for a return interview would have required parental permission in the case of students. Further, it would have made a pledge of anonymity impossible.

In contrast to the Teacher's Questionnaire, no victimization information was requested from students for a Pretarget Month due to the need for simplicity. Consequently, time-telescoping is likely to be more of a problem than with the Teacher's Questionnaire, and spatial-telescoping may also be a problem.

As noted earlier, the number of offenses reported via the Student Questionnaire in the Pilot Study seemed unusually high. This finding prompted the development of the Student Interview as a more carefully controlled method of data collection.

(d) Student Interviews: The interviews appear to be the best source of victimization data available in the study. They have most of the advantages of the Teacher and Student Questionnaires and few of the disadvantages. The data collection method was fairly well controlled; the recall period was short; a Pretarget Month was used to mitigate the bounding problem; and students were asked to answer a series of detail questions designed to confirm that the incident occurred as initially stated. Still, time and spatial telescoping may have occurred.

To determine whether Student Questionnaire or Student Interview estimates were more accurate, another data quality study was conducted from October through December 1977. Participants in the study were students who responded on both the questionnaires and the interviews. Students who reported different numbers of incidents in the interviews than on the questionnaires were asked to explain the differences and to indicate the actual number of incidents that occurred, if any.

The estimates derived from this postinterview check were not significantly different from those of the Student Interview, except for thefts of less than $1; but they were significantly different from the Student Questionnaire estimates. The results indicate that, for purposes of estimation, the Student Interviews were better.

Because the sample of interviewed students is too small to permit a multivariate analysis of victimization with these data, victimization responses from the Student Questionnaire are used for this purpose. Comparisons of the two data sets show that while the levels of victimization derived from the questionnaire are much higher than those from the interviews, the two data sets correspond more closely in terms of variations among students and among schools. For example, both data sets show that students in junior high schools are more likely to be attacked than those in senior high schools and that boys are more likely than girls to be attacked.

It seems, then, that minimum estimates of offenses against school property can be obtained from the Principals' Report Sheets, but that data from these forms on offenses against persons greatly underestimate the extent of the problem, and are useful primarily as indicators of variations across schools. The report sheets also provide valuable information on the detailed characteristics of the incidents recorded.

While the teachers' data quality study indicates that the Teachers' Questionnaires provide reasonably good estimates of attacks and serious thefts, it also shows that minor thefts are overestimated and it provides no check on the robbery estimates. As time-telescoping has been shown to be a problem in other surveys, and spatial-telescoping may be a problem unique to this survey, ther safest assumption is that the estimates derived from the teachers data are somewhat high, although we do not know how much.

The Student Questionnaire provides a wealth of information about the experiences of secondary students at school. The data are also useful as indications of differences in victimization among students and schools, but not as the basis for estimates of the extent of victimization.

The Student Interview data are much better for estimates of victimization, and they also provide valuable descriptive information on offenses. Nevertheless, as with the teachers' data, we must assume that some time- and space-telescoping has occurred and that the estimates derived from the Student Interview data are also high.

Some Comments on Procedure

In general, the percentage of respondents reporting any offense of a given type seems to be a more stable and reliable measure than the number of such offenses per 1,000 (students, teachers, schools). Therefore, in presenting estimates, we will rely primarily on the percent of students, teachers, and principals who say that any offense of a certain type occurred, rather than on rates per 1,000. (Rates per 1,000 students are presented in Appendix E.)

The statistics in this report have been weighted to reflect each respondent's chances of falling into the sample. Thus, if 1 teacher had 1 chance in 50 of being selected, while another had 1 chance in 200, the responses of the second teacher would "weigh" 4 times as much as those of the first in any calculations. In a highly stratified sample such as this, weighting is essential to produce data that reflect real situations, but it creates some awkwardness in discussing results. This occurs because the weighted data are estimates of what the various responses would have been had all principals, teachers, and students been surveyed, rather than statements about what those in the sample actually said. The difficulty in discussing weighted estimates is particularly evident in the case of opinion questions. A literal discussion of the opinion responses would require saying, for example, that "an estimated X% of all students would have said 'The school rules are fair' had they been asked." To avoid such tangled prose, statements of this sort in the report will be reduced to "X% of the students said. . . ."

Sometimes differences between estimates from a sample do not reflect real differences in the population from which the sample is drawn. They occur merely by chance. The probability of such chance differences, however, can be specified. By using tests of statistical significance we can tell, for example, whether a chance difference between two estimates is likely to occur less than 5 times out of 100. If so, we can say that the difference is statistically significant at the .05 level. In this report, the .05 level is the minimum criterion for statistical significance; any difference likely to occur by chance more than 5 times out of 100 is regarded as not statistically significant.

A Perspective on the Findings

The Safe School Study represents the first effort to collect extensive data on crime and misbehavior in schools on a nationwide basis. As such it breaks new ground and provides much valuable information. At the same time it has limitations that should be recognized. Many of these have already been discussed, but two should be emphasized.

First, crime statistics do not have anything like the accuracy of economic statistics. Behaviors are much more difficult to define and count than dollars; record-keeping systems for crimes are much less highly developed than those for money and financial transactions; and people are less willing to provide information about crime than they are about finances. Estimates of the amount of crime vary greatly according to the sources of information and methods used for data collection. Estimates made from police records, for example, differ greatly from those derived from victimization surveys. In the case of the NIE surveys, estimates of personal offenses from two of the data sets (the Teacher's Questionnaires and the Student Interviews) correspond rather closely; while those from two other sets (the Student Questionnaire and the Principals' Report Sheets) diverge greatly, being in one case much higher and in the other much lower. After careful assessment of the data sources and methods, we have presented what we consider to be the best available estimates, and have noted the limitations of these, as well. Generally the data are better as indicators of differences among groups of individuals and schools than as estimates of the amount of crime. For the reader who is interested in examining the data sets in more detail, extensive computer printouts of school crime estimates are available in Appendix E.

Second, in trying to understand why some schools have more crime than others, it is important not to equate statistical associations with cause and effect. In looking at the statistical relationships among different measures, we can say that certain variables seem to go together—for instance, that high levels of school crime seem to be found in schools that have certain characteristics. However, data collected at a single point in time cannot tell us that one set of factors causes another—in this case, that a school factor such as student composition is the cause of varying levels of crime. One cannot be certain which of two factors that appear together caused the other, or whether both were caused by one or more other factors. Evidence about factors that simply appear together can be considered only suggestive of causes at best, and causal interpretation beyond this is a matter of educated guesswork and plausible inference.

A Brief Roadmap of the Report

Throughout our presentation we will be focusing on the risks of crime, violence, and disruption in schools—assessing how serious they are in different schools (Chapter 1); where in school (and when) the risks are greatest (Chapter 2); who is most at risk of being victimized (Chapter 3); what seem to be some of the school climate concomitants of these risks (Chapter 4); what kinds of factors seem to explain why the risks are greater or less serious in different schools (Chapter 5); the means of prevention currently in use (Chapter 6), and those that students, teachers, and principals recommend for use (Chapter 7) to reduce the risks of crime.

([illegible] 77 - [illegible])

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COMMITTEE ON RULES

SECRETARY
DEMOCRATIC CAUCUS

MR. WESLEY McD. HOLDER
DISTRICT REPRESENTATIVE

REPLY TO:
☐ WASHINGTON OFFICE
☐ BROOKLYN OFFICE

December 22, 1977

Honorable Ike Andrews
Chairman
Subcommittee on Economic
Opportunity
320 Cannon H.O.B.
Washington, D.C. 20515

Dear Mr. Chairman:

It is my understanding that your Subcommittee will hold hearings on January 24, 1978 on school violence and vandalism. I am very pleased that you will be focusing on this issue, and I commend you for scheduling hearings. As you know, I have a strong interest in this area, and I would like to respectfully request the opportunity to testify.

I have shared with your staff a letter I sent to several Blacks with expertise and experience with delinquency in the schools, asking that they comment on some of the existing legislative proposals. As a result of this outreach, I have come into contact with individuals whose participation, I believe, can be extremely valuable to your hearings.

I realize that a primary focus will be placed on the soon to be released Safe School Study by NIE, but I believe that it would be important, if possible, for me to be able to testify with a small panel of two or three witnesses who can specifically relate this study, as well as existing and proposed legislative initiatives in terms of their impact on Black and other minority communities. If this meets with your approval, I will promptly supply Mr. Causey and Mr. Railey with the names of my panelists. I greatly appreciate your consideration, and I will look forward to talking with you after the Holidays.

Sincerely,

Shirley

SHIRLEY CHISHOLM
Member of Congress

October 4, 1977

Dr. Thomas Minter
Deputy Commissioner
Bureau of Elementary and
Secondary Education
Office of Education
400 Maryland Avenue, S.W.
Washington, D.C. 20202

Dear Dr. Minter:

Immediately following my conversation with you on Friday, September 30, I authorized transfer of $1,932,000 to your Office for training the second cycle of school teams, in the program to prevent crime and disruption in public schools and subsequently asked our Accounting Office to expedite its processing of these funds. While the circumstances surrounding our conversation were somewhat hurried, it was a good opportunity to share with you some of my concerns about the Interagency Agreements as well as my interest in further cooperation in the coming months.

As I indicated, our Office has a statutory mandate to coordinate Federal efforts and concentrate Federal resources in the area of juvenile justice and delinquency prevention. The Agreements with the Alcohol and Drug Abuse Education and the Office of Teacher Corps, consummated prior to my appointment as Administrator of this Office, provide an excellent opportunity for two Federal programs to combine resources in areas of common concern.

In this connection, I have been understandably concerned that the Appropriations Committees could, without further clarification, misconstrue ours as a unilateral relationship. Thus, your willingness to invest future OE dollars comparable to OJJDP dollars transferred to your Department to date is indeed a welcomed development.

I was especially pleased that you were agreeable to reallocating, at least, $6 million to assist this Office in achieving its primary mandate to remove dependent, neglected and delinquent children from secure detention and incarceration in public or private facilities through the development and expansion of non-secure community-based alternative programs.

While our respective interests are obviously broader than prevention of crime in public schools, we view the present program as an important beginning in establishing a good working relationship between our Offices. I am looking forward to working with you in developing the details of our alternatives to incarceration as well as other potential areas of collaboration.

With warm regards,

John M. Rector
Administrator
Office of Juvenile Justice
and Delinquency Prevention

SCHOOL TEAM APPROACH TO PREVENTING AND REDUCING CRIME AND DISRUPTIVE BEHAVIOR IN SCHOOLS; CLUSTERS SELECTED FOR SECOND AND THIRD YEAR TRAINING 1977-78

1977 - 78 School Team Cluster Approach Program

NEW YORK TRAINING CENTER

Clusters Selected for Second Year Training:

Schenectady City School District
Coordinator: Albert E. Parker
108 Brandywine Avenue
Schenectady, New York 12307

Pittsburgh School District
Coordinator: June E. Green
341 South Bellefield Avenue
Pittsburgh, Pennsylvania 15213

New York, New York (Brooklyn)School
Community School District #16
Coordinator: Elsie Richardson
1010 Lafayette Ave.
Brooklyn, New York 11221

Newark Board of Education
Coordinator: William H. Brown
2 Cedar Street
Newark, New Jersey 07102

Buffalo Public School System
Coordinator: Nicholas J. Mogavero
City Hall - Rm. 712
Buffalo, New York 14202

Boston Public Schools
Coordinator: Wayne F. Howard
26 Court Street
Boston, Mass. 02108

Rochester City School District
Coordinator: Theodore [illegible] Soto
13 South Fitzhugh Street
Rochester, New York 14614

Clusters Selected for Third Year Training:

Toledo Public Schools
Coordinator: Gloria V. Penn
Manhattan and Elm Streets
Toledo, Ohio 43608

Yonkers Public Schools
Coordinator: Joan E. Chertok
145 Palmer Road
Yonkers, New York 10701

New York (Brooklyn)Community School District #23
Coordinator: Leroy Parks
2063 Dean Street
P.S. 178
Brooklyn, New York 11233

MIAMI TRAINING CENTER

Clusters Selected for Second Year Training:

Richmond County School District
Coordinator: Willie R. Mazyck
2083 Heckle Street
Augusta, Georgia 30904

Charleston County School District
Coordinator: Frances C. Welch
3 Chisolm Street
Charleston, South Carolina 29401

Norfolk Public Schools
Coordinator: Walter B. Clay
800 East City Hall Avenue
Norfolk, Virginia 23510

Portsmouth Public School District
Coordinator: Horace S. Savage, Jr.
P.O. Box 998
Portsmouth, Virginia 23705

Winston - Salem School District
Coordinator: Pansy H. Whicker
P.O. Box 2513
Winston - Salem, North Carolina 27102

Broward County School District
Coordinator: Wilfred O. Viens
1320 S. W. 4th Street
Fort Lauderdale, Florida 33312

San Juan School District
Coordinator: Isaura Merced
P.O. Box B-Y, Rio Piedras Station
Rio Piedras, Puerto Rico 00925

Clusters Selected for Third Year Training:

Durham Public School District
Coordinator: Melvin Riggs
P.O. Box 2246
Durham, North Carolina 27702

1977 - 78 School Year Cluster Approach Program

Dade County #1
Coordinator: T.B.A.: Don Samuels
1410 N.E. 2nd Avenue
Miami, Florida 33132

Atlanta Public School District
Coordinator: Constance S. Cottrell
224 Central Avenue, S.W.
Atlanta, Georgia 30303

Bibb County #1
Coordinator: Walter W. Felder
2064 Vineville Avenue
Macon, Georgia 31204

CHICAGO TRAINING CENTER

Clusters Selected for Second Year Training:

Madison Metropolitan School District
Coordinator: Glenn H. Johnson
545 West Dayton Street
Madison, Wisconsin 53703

St. Paul Schools - Harding
Coordinator: William A. Larson
1540 East Sixth Street
St. Paul, Minnesota 55106

School District of University City
Coordinator: Chester Hines
725 Kingsland Avenue
University City, Missouri 63130

John M. Harlan High School
Coordinator: L.O. Jones
9652 South Michigan
Chicago, Illinois 60628

School District 147 - Harvey
Coordinator: Winston Johnson
155th Place and Wayne Ave.
Harvey, Illinois 60426

Dunbar Vocational High School
Coordinator: Dorothy Dawson
3000 South Martin Luther King Dr.
Chicago, Illinois 60612

Kansas City School District
Coordinator: Lucy Maxwell
6410 Swope Parkway
Kansas City, Missouri 64132

Clusters Selected for Third Year Training:

Willow Run Community Schools
Coordinator: Sara J. Adams
132 Spencer Lane
Ypsilanti, Michigan 48197

Independence Public School System
Coordinator:
1231 South Windsor
Independence, Missouri 64055

St. Paul - Triangle Cluster
Independent School District #625
Coordinator: Judith A. Crowell
883 Fairmount
St. Paul, Minnesota 55105

Chicago Vocational High School
Coordinator: Willie Crittenden
2100 East 87th Street
Chicago, Illinois 60617

OAKLAND TRAINING CENTER

Clusters Selected for Second Year Training:

Compton Unified School District
Coordinator: Irving E. Silvers
2729 Monogram Avenue
Long Beach, California 90815

Sunnyvale School District
Coordinator: Robert D. Gonzales
850 West McKinley
Sunnyvale, California 94086

Seattle School District #1
Coordinator: Francis B. North
815 4th Avenue, North
Seattle, Washington 98109

Fresno Unified School District
Coordinator: Richard E. Siegel
4644 E. Weldon
Fresno, California 93726

Alum Rock Union Elementary School District
Coordinator: James N. O'Berg
2930 Gay Avenue
San Jose, California 95127

1977 - 78 School Team Cluster Approach Program

Berkeley Unified School District
Coordinator: John C. Newton
1414 Walnut Street
Berkeley, California 94709

Clusters Selected for Third Year Training

Seattle Public School District #1
Coordinator: Arthur M. Kono
500 N.E. 95th
Seattle, Washington 98115

Eugene School District 4-J
Coordinator: Robert B. Stein
3250 West 18th Avenue
Eugene, Oregon 97402

San Diego Unified School District
Coordinator: Michael M. Lorch
5156 Santo Road
San Diego, California 92124

SAN ANTONIO TRAINING CENTER

Clusters Selected for Second Year Training

Fort Worth Independent School District
Cluster I
Coordinator: Marvin L. Boyd
3210 West Lancaster
Ft. Worth, Texas 76107

Wichita Public Schools
Unified School District No. 259
Coordinator: Larry I. Turner
2464 S. Glenn
Wichita, Kansas 67217

Phoenix Union High School District #210
Cluster I
Coordinator: Alan L. Harris
2526 West Osborn Road
Phoenix, Az 85017

Houston Independent School District
Coordinator: Clyde Hough
3830 Richmond
Houston, Tx

Lafayette Parish School Board
Coordinator: Louis J. Benjamin
P.O. Drawer 2158
Lafayette, La 70502

Little Rock School District
Coordinator: Gwen O. Briscoe
West Markham and Izard Streets
Little Rock, Arkansas 72201

Salt Lake City School District
Cluster I
Coordinator: Dr. Edward W. Parker
440 East First South Street
Salt Lake City, Utah 84111

Clusters Selected for Third Year Training:

Tulsa County Superintendent of Schools
Coordinator: Lenore A. Mc Allister
500 S. Denver
Tulsa, Oklahoma 74103

Salt Lake City School District - Cluster II
Coordinator:
440 East First South Street
Salt Lake City, Utah 84111

Phoenix Union High School District #210
Cluster II
Coordinator: Alan L. Harris
2526 West Osborn Road
Phoenix, Az 85017

Dallas Independent School District
Coordinator: Barbara Berkeley
3700 Ross Avenue
Dallas, Tx 75204

The City of New York Office of the Mayor Office of Management and Budget

Municipal Building
New York, N.Y. 10007

1664

September 2, 1977

Mr. Gordon Raley
Legislative Associate
House of Representatives
Subcommittees on Economic Opportunity
Room 302 Canon House Office Bldg.
Washington, D.C. 20515

Dear Mr. Raley:

I am responding on behalf of Morton Grusky to your letter asking suggestions regarding the appropriate role of Federal Legislation in dealing with the problem of school violence and vandalism.

It is first appropriate, however, that you realize the scope of the school vandalism problem that is facing the City of New York. Last year over 200,000 panes of glass were broken, 3,000 buildings or facilities were entered unlawfully and there were one hundred seventy six fires of a suspicious nature. The total cost to the City was over $5.0 million (See enclosure). This figure does not include minor acts of vandalism such as broken furniture and wall defacement.

I have separated my recommendations to deal with short and long term solutions. The short term recommendations are primarily aimed at the problems of an existing facility and are as follows:

Short Term:
- .Financial assistance, if needed for school guard programs.
- .Technical and financial assistance for security systems.
- .Guidelines for local community school watchers programs.
- .Aid for the repair of vandalized property.
- .Guidelines for increasing school building use during off hours.
- .Financial assistance for the refurbishment of school property.

My long term recommendations are towards the implementation of complete planning, design and research programs and recognizes that vandalism is a correlate of building visibility and usage.

Long Term: .Technical and financial assistance for plan and design development.
.Monies for property acquisition in active neighborhoods.
.Research and development of vandal proof buildings and equipment.
.Design guidelines that enhance school visibility and community traffic utilization.

The Federal government is in a position to gather data on successful vandalism and violenceprograms and should attempt to translate the local experience into general program guidelines.

I am awaiting receipt of a decriptive package concerning New York City's school guard program, which I will forward to you.

Please do not hesitate to contact either myself or Mr. Grusky Tel. No. 566-3232.

Sincerely,

Joseph Wightman

Joseph Wightman
Staff Analyst

(1NN- o/c)

NEW YORK STATE EXECUTIVE DEPARTMENT
DIVISION FOR YOUTH
84 HOLLAND AVENUE
ALBANY, NEW YORK 12208

PETER B. EDELMAN
DIRECTOR

August 2, 1977

Mr. Gordon A. Raley
Legislative Associate
Congress of the United States
House of Representatives
Committee on Education and Labor
Subcommittee on Economic Opportunity
Room 320, Cannon House Office Building
Washington, D. C. 20515

Dear Mr. Raley:

Thank you for giving me the opportunity to comment as you look at the important issues of school violence and vandalism. There are, of course, certain kinds of behavior which can only be treated as a police matter when they do in fact occur. I am thinking especially of acts resulting in serious injury to another person. And, unpleasant as it is to contemplate, a physical police presence is required in those instances, which I believe are very limited in number, where the entire fabric of order within a school has broken down. However, I also believe that much of what is characterized as school violence can be either prevented or responded to within the school. I believe federal legislation should concentrate on encouraging the development of alternative programs within school settings which can respond to disruptive young people in the vast majority of instances within the four walls of the mainstream school. While I believe the need for additional resources to develop such alternatives is not of the magnitude that some people think, because much of it can be made available by altering existing mainstream classroom numerical ratios, nonetheless I also think that federal financial encouragement would help move things along more quickly.

As to specific models: I am impressed with the Primary Mental Health Project in Rochester, New York which trains and utilizes women from the community as paraprofessionals to work with youngsters within the school for a few hours a week when they begin to show up as disruptive in the early grades. I am also impressed with the systematic development of alternatives for learning disabled and disruptive children that has been developed by the BOCES system in Northern Westchester and Putnam Counties in New York State. With reference to vandalism, I am sure you are aware of the work in Deerfield, Illinois setting up a series of new youth sanctions and activities, which has been widely publicized. We have similar examples here in New York State.

I am taking the liberty of sharing your letter and my reply with a number of key people in the areas of youth services and education with whom we at the Division for Youth work regularly. I shall send along any further comments or suggestions which I receive as a consequence of sharing this material.

We would be happy to provide further material about the items I mentioned above or about anything else.

Again, I appreciate the opportunity to comment.

Sincerely,

Peter Edelman

Peter B. Edelman
Director

insert 100-c/c

national
association
of counties
research
foundation
1735 new york avenue, n.w., washington, d.c. 20006 (202) 785-9577

July 19, 1977

Gordon A. Raley
Legislative Associate
House of Representatives
Subcommittee on Economic Opportunity
Room 320
Cannon House Office Building
Washington, D.C. 20515

Dear Gordon:

In reply to your recent letter on the subject of school violence and vandalism, I would strongly suggest that a major thrust in dealing with this problem should be geared toward community education. From the standpoint of federal legislation, this would mean providing resources to transform schools into community centers. NACo's recently adopted policies on juvenile justice and delinquency prevention state: "School authorities are urged to make school facilities available year-round and during and after normal school hours for a variety of youth development functions, delivery of social services by local agencies, and recreational and cultural activities."

School authorities tell us that where community education has been implemented school vandalism appreciably declines. I believe that you will find that this has been the case in Flint Michigan where the community education approach got started. I am enclosing a copy of Philip Deaver's Violence and Vandalism in the Schools which I think you will find useful.

Beyond transforming our schools into community centers, I believe it imperative that the schoolhouse also be a place where the psychological and physical needs of youngsters are met. This is generally not the case today, and in my view contributes to alienation and to many of the root causes of violence in our schools. In short, there are many youngsters going through our school system with severe psychological problems who are receiving little or no help from the school or the community.

Sincerely,

Donald Murray
Director
Criminal Justice Program

MMR
Enclosures
cc: Bill Bertera

(insert PP-c/c)

AUG 1 1977

P.O. Box 1501 / 420 West Fourth Street / Winston-Salem, N.C. 27102 / Tele. 919-722-7685

YOUTH ENERGY NETWORK

July 28, 1977

Congress of the United States
House of Representatives
Committee on Education and Labor
Subcommittee on Economic Opportunity
Room 320, Cannon House Office Building
Washington, D. C. 20515

Dear Sirs:

In response to your letter of June 21, 1977 to Nancy Wooten, we would like to share with your our support of cooperative community-based planning and youth involvement in planning and providing services to the community. Our mission is "to provide a nurturing environment in which youth fully participate in the life of the community enabling maximum use of individual potential and youth serving resources."

Currently, through our program Youth Energy Network, we develop service learning opportunities for youth. Also, we are beginning a study, in cooperation with the local school system, of the nature and extent of the dropout problem in this area, with the expressed purpose of enabling the community to develop more effective responses.

With the Youth Energy Network, new program services are designed and implemented by youth. Several of these projects have become programs of existing agencies and now serve new neighborhoods. We feel that the Service Learning Program, the Dropout Program we have developed, and our new Peer Counseling service will provide prevention models for dealing with the problem of violence in the schools. Service Learning is a concept which utilizes social, legal, educational, and financial credit for students in service to the community. Our Dropout Project model is a cooperative effort among Youth Energy Network, the Winston-Salem/Forsyth County School Board, and Forsyth County Government to discover causes and cures for the dropout problem here. Peer Counseling is training for youth in listening skills, communication skills, and problem solving and is directed toward helping youth handle their own and others' problems more effectively.

Currently, Federal legislation often results in programs which provide an economic opportunity to a limited youth population and negative labels for those served. Any future legislation should speak to that problem. We are interested in testifying before the Subcommittee on Economic Opportunity's Hearings on "School Violence and Vandalism." Any additional information which will clarify points made in this letter, we would be happy to provide.

Several resource people we suggest you be in contact with are the National Commission on Resources to Youth, the Youth Project, Youth Alternatives, and the

SALEM YOUTH CENTER, INC. A United Way Agency

Mary Reynolds Babcock Foundation. We also suggest that you talk to Joan Lipsitz at the Learning Institute of North Carolina.

Enclosed you will find a copy of Salem Youth Center's 1976 Annual Report. We trust you will find in it answers to any questions you may have. Please keep in touch with us on the issue on violence in the schools and any other issues pertinent to youth and youth serving programs.

Thank you for your time and interest.

Sincerely,

Jerry Smith

Jerry Smith
Executive Director

Gail Ashburn

Gail Ashburn
Facilitator

JS/pym

Enclosure

insert 144-a/c

INDIANA UNIVERSITY
School of Education
EDUCATION BUILDING
BLOOMINGTON, INDIANA 47401

TEL. NO. 812—337-2977
337-6798

July 11, 1977

Mr. Gordon A. Raley
Legislative Associate
Subcommittee on Economic Opportunity
Room 320, Cannon House Office Building
Washington, D.C. 20515

Dear Mr. Raley:

Thanks for your letter of June 21. Unfortunately, I was out of town when it arrived, and this delayed my response.

Our only relation to school violence and vandalism has been through our work with the development of optional public schools within local school systems. As you probably know, some of our work was quoted in the reports of the Senate Subcommittee to Investigate Juvenile Delinquency.

In general, the development of smaller optional schools within public school systems has created environments that are more conducive to learning and less conducive to violence and vandalism. Our focus is on the optional nature of these schools. We have a lot of reservations on the process of assigning disruptive students to special classes or special schools.

What is needed are options in every community for those youths who do not perceive that the standard school is meeting their needs, and who, therefore, resent compulsory assignment to it.

You should definitely invite Jerome Winegar, the Principal of South Boston High School, to testify before your subcommittee on the role that optional programs are playing in the resolution of the critical situation there. You may also want Professor Michael Berger of Fordham University, who has written a monograph titled Violence in the Schools: Causes and Remedies. In this work, Berger refers to "the almost total lack of violence in alternative schools."

I don't have specific names to suggest, but an area that your subcommittee must look into is the relationship between size of school (and between school consolidation) and the increase in school violence and vandalism. This is mentioned briefly in the 1976 National School Boards Association's research report Alternative Schools and in the 1977 Education U.S.A. special report Alternative Schools. While these two reports only touch on school violence and vandalism, you may want to get them because they do provide the most recent information in print on alternative public schools.

Under separate cover I'm sending you our latest books with the brief sections on violence and vandalism marked.

Sincerely,

Vernon H. Smith

Vernon H. Smith
Professor of Education and
Director, Center for Options
in Public Education
School of Education 339

VHS:dkl

(insert 1RR-ok)

WASHINGTON UNIVERSITY
ST. LOUIS, MISSOURI 63130

GRADUATE INSTITUTE OF EDUCATION
MCMILLAN HALL
BOX 1183

September 30, 1977

Mr. Gordon A. Raley
Legislative Associate
Sub-Committee on Economic Opportunity
Room 320, Cannon House Office Building
United States House of Representatives
Washington, DC 20515

Dear Mr. Raley,

I received your correspondence of September 21, 1977 concerning your interest in my articles on school violence, and at your request have enclosed a copy of "Social science and educational policy: The case of school violence."

Regarding "Poverty, school control patterns, and student disruptions," I have been notified that it will be included in the final volume of an HEW project, "Theoretical Perspectives on School Crime." According to the Project Monitor, Dr. Keith Baker of the Secretary's Office (HEW), this report will be circulated as an internal document to inform policy-making; in addition, Dr. Baker is to select a sub-set of articles for external publication, and NCCD will make a selection for the July 1978 issue of Crime and Delinquency. Quite candidly, NCCD has yet to send me a copy of the edited manuscript, so my suggestion is that you contact them directly. The Project Director would be:

Dr. Robert L. Emrich
Director of Research
National Council on Crime and Delinquency
Continental Plaza
411 Hackensack Avenue
Hackensack, New Jersey 07601

The nature of a Federal role in the reduction of school violence is an area to which I have given some thought. My sense is that those few programs which appear to be successful in reducing school violence are implemented at a local level; specifically, they are limited to one or two schools or to a small district. This is due, I suspect, to the broad array of site-specific characteristics which would not be taken into consideration by a large-scale program: put crudely, when a cafeteria tries to cook to everyone's taste, the end result typically pleases no one.

Paradoxically, this localization of programs would not preclude a Federal presence; rather, it encourages one. Aside from funding capabilities, there are a variety of coordinating and supervising roles for which the Federal Government is uniquely suited. Data collecting (such as the Safe School Survey) and national centers (which I understand LEAA has recently opted to withdraw support) come to mind. Clearinghouses of successful programs would be a start; but these documentations would need to involve more than a careful account of what happened --- systematic theoretical examination would be necessary to state why the program was a success. It is misleading to suggest that a technique successful in one setting might be transferred to another setting without understanding why the technique worked (as even apparently similar settings are just that: similar, but not identical). Another possibility would be to create technical assistance teams modeled on the successful county agricultural agent. County agents --- who have more scientific background than most farmers, and more "hands-on" experience than most researchers --- provide an interesting blend of theory and practice which might prove useful in dealing with school violence.

Last, I hope that I won't sound too self-serving when I stress the importance of increased support for basic research. This is a knee-jerk response for social scientists, I know: nonetheless, we know suprisingly little of real value regarding schools or violence, and less about school violence. The respective literatures are distressingly bankrupt: this is why my enclosed paper argues that social science as currently practiced offers little of interest to educational decision-makers.

A school principal daily confronted with incidents of vandalism, shake-downs, and brutal assault does not need to be told that school violence is an immediate problem; nor does that principal benefit from being told that school violence is a complex problem needing years of research: this is why my article stresses the need for policy-oriented research, research which has implications for educational decision-makers.

To withdraw support from long-range, theoretical studies, however, would be an error, as the complexity of the problems require a thorough understanding of the interaction of innumerable social, psychological, economic, and political factors. We need, then, to move beyond mere treatment of symptons so as to be able to identify causes. It is of course a truism, but making the symptons disappear solves little: the causes will eventually become manifest elswhere. We might replace school windows with Lexan, and while kids can't shatter it, they can carve quite imaginative (or not so imaginative) sayings in it, as well as melting it with lighter fluid. In addition, whatever causes kids to break windows is now likely to manifest itself in a new form of deviant behavior, entailing additional expenses to combat. Violence is an immediate problem; but, if we cannot simultaneously deal with it as a long-term problem influencing --- as it is influenced by --- the rest of our society, we'll be condemned to endless reacting to whatever deviant behavior surfaces next.

I hope that this rather hurried letter has been of some help, and I look forward to hearing from you, as well as following the results of your investigation. Best of luck,

Cordially,

Philip Lesser

Philip Lesser
Lecturer in Education

Enclosure (1)

Insert 155-c/e
[illegible]

Social Responsibility Education Project, Inc.
739 Elm St.
Winnetka, IL 60093 (312) 446-8860
February 11, 1978

Gordon Raley
Legislative Assistant
House SubCommittee on Economic Opportunity
Room 320
Cannon House Office Building
United States House of Representatives
Washington, D. C. 20515

Dear Gordon,

Enclosed you'll find statements from a representative class of seventh grade students currently participating in our Social Responsibility Program. I believe these ideas--misspellings and all--convey essential elements of our program. What they do not convey--that reasons underlie and should be used in all interpersonal relationships--is a sign that we need more time than the six months we've had since September of 1977 to implement the program with this group.

I'm also enclosing a small phamplet that we've developed to explain the Social Responsibility Program to parents. I hope that you, or one of your staff members, can extrapolate material to explain our project within the space limitations of the booklet for which this is all intended.

I hope that these ideas are of some use to you and to the Representatives who are interested in programs that can prevent many of the anti-social behaviors we see too often in our children. We are convinced that the Social Responsibility Program can be implemented in any school system in any city in this country. We are even more sure that the key to the success of this, or any similar, program rests with long-range, careful, teacher-education in the rationale and methods of the specific project.

I'm sorry to report that it appears we'll be suspending our in-school efforts at the end of this month because our funding will be exhausted. We will continue to operate at the address given above, however, to write curriculum, conduct research, and pursue the "blue bird" of funding. Thank you for your interest and help!

Sincerely,

Jeff Swensson
Assistant Director for Curriculum

STUDENT BEHAVIOR IN OUR SOCIETY AND SCHOOLS IS UNREASONABLE, DISRESPECTFUL, AND UNEDUCATED!

Consider this evidence:

*50% of all violent crime in the United States is committed by juveniles

*18% of students in a Gallup Poll Survey (Dec., 14, 1977) feared for their safety in school

*34% of these same students had suffered theft or vandalism to personal property

*25% of all parents in another Gallup Survey feared for the safety of their children in school

*A US Government Survey (Jan. 7, 1978) showed students are three times as likely to be robbed in school, and twice as likely to be assaulted, in school as on the street

SOCIAL RESPONSIBILITY BELIEVES IT IS TIME TO ASSERT REASON AND RESPECT TO CURTAIL THIS BEHAVIOR!

WHAT IS SOCIAL RESPONSIBILITY?

Social Responsibility is a philosophy that helps children learn how to reason for the mutual benefit of themselves and society. The essence of this philosophy is reasonable behavior.

Reasonable behavior means that to solve problems, choose behavior, or relate with others, children consider facts germane to a situation and use these to find a solution that benefits both the individual and the society to which s/he belongs.

Reasonable behavior is not, however, a solitary concept. It is, rather, a process. The parts of this process include such ways of thinking as "being fair", "respecting others", "problem-solving", and "self-respect".

Social Responsibility is, then, a thinking process that concentrates on how people think. The process is a means for thinking about and acting upon the important responsibilities people have to themselves, others, and society.

Our process is learned in relationship to everyday experiences. Social Responsibility can be used in any number of situations by individuals to reach important benefits.

ASKED BY PARENTS

*Are there any tests involved in the program? If so, how are they used?

--We use a number of standardized tests and tests we have developed on our own. The purpose of these evaluation instruments is to test the effectiveness of the Social Responsibility Program. We need to know if we are reaching the objectives we have established. No grades or other evaluation "marks" are ever used in the program. No results of individual tests are used except in the context of program development.

*How are regular teachers involved in the program?

--Your child's teacher has volunteered to be part of the program. The Social Responsibility staff explains methods of this philosophy to this individual teacher each week. Other teachers in the school are invited to weekly seminars to orient them to the program and its objectives.

*How can parents keep in touch with the program?

--Additional meetings like this will be held during the rest of the school year. Staff from the program will be happy to meet with any individual about Social Responsibility and can be reached at 739 Elm St., Winnetka, IL 60093. Our phone number is 446-8860.

QUESTIONS FREQUENTLY

*How often do Social Responsibility classes meet and how many children are in a class?

--Classes are held once during each school week for every group of children with which we meet. Because of different developmental needs such as attention-span, conceptual ability, or languaging prowess, classes vary in length from 45 to 10 minutes.

These same developmental concerns dictate varied class sizes. For example, junior high groups average about 15 students, while kindergarden groups are no larger than 6.

*What do you talk about in Social Responsibility groups?

--Of primary concern to us are topics that strongly interest children. These topics are tied to students' feelings of doubt, frustration, wonder, discomfort, pain, joy, conflict, and other strong value expressions. They lead, in our opinion, to the best learning possible. In our kindergarden groups, topics have included making people feel good and sharing property. Fifth graders have brought up boy-girl fights and responsibilities of street crossing guards. Junior high students have talked about rules at dances and responsibilities individuals have to groups.

OBJECTIVES & BENEFITS OF SOCIAL RESPONSIBILITY

We have three objectives for children in our classes:

1) Students will learn and use Social Responsibility concepts such as reasonableness, protection of individual rights, and group allegiance in everyday experiences;
2) students will increase their socially responsible behavior in school and community;
3) students will decrease their socially irresponsible behavior.

If the program achieves these objectives, students, teachers, and society will benefit.

Students will benefit from:
*increased self-confidence
*more respectful relations with others
*more reasonable communication with adults

Teachers will benefit from:

*teaching methods to help students learn and understand Social Responsibility
*less time devoted in class to discipline

Parents and Society will benefit from:
*children who rely on reason to communicate
*children who behave reasonably in their relations with others

METHOD

Social Responsibility is taught using discussions with children that focus on everyday interactions. Typical classes begin with a member of the group bringing up something that concerns them.

Once a topic has been introduced, the facts of the topic, as they are understood by the members of the group, are explored as completely as possible. Opinions related to the topic are also brought up.

The adult in the group attempts to draw out as many facts and opinions as possible. When the group is "talked out" on a given subject, the adult intervenes with a generalization about the topic in terms of one of the objectives of Social Responsibility.

Generalizations illustrate how Social Responsibility fits into the topic. These general comments by the adult are based on the facts presented in the discussion. The adult's generalization fits into a framework of ideas that actively seek to benefit society. They are not meant to chastize students; but are reasonable statements from the adults' personal perspective about Social Responsibility.

HOW DID SOCIAL RESPONSIBILITY START?

During the 1974-1975 school year, Dr. Henry Fineberg and Ruth Gostomelsky, the special education teacher at Washburne Junior High, with the approval of the administration and staff of Washburne Junior High, in Winnetka, began a weekly seminar for students who were having difficulty behaving reasonably. Students were released from regularly scheduled classes to participate in the program.

The initial Social Responsibility "team" of adults saw important shifts in attitude and behavior among their first group of 15 students. As they talked, the entire group concluded that learning about reasonable behavior could benefit all students.

With the start of the next school year, the program involved students selected at random from various classes. Additional teachers joined the team at this time and methods for teaching Social Responsibility throughout the school were discussed.

The Social Responsibility team, in 1976-1977, started teacher and parent discussion groups to explain the philosophy. Funds were sought to enable the teaching team to expand their efforts.

In June, 1977, the Social Responsibility Education Project was incorporated on a not-for-profit tax-exempt, basis to carry on the work started three years before.

STAFF

Social Responsibility Education Project is a not-for-profit, tax-exempt, corporation. Its staff includes an executive director, three assistant directors, and a community-based Board of Directors. The executive director has responsibility for the on-going program and delegates responsibility to the assistant directors in the areas of administration, evaluation, and curriculum. The Board of Directors oversees sound professional and fiscal operation of the Social Responsibility Program.

Executive Director
Henry H. Fineberg, M.D.

Assistant Director for Administration
David M. Flahive

Assistant Director for Evaluation
Ruth Gostomelsky

Assistant Director for Curriculum
Jeff Swensson

Board of Directors
Caryn Adelman(Mrs.)
Irwin J. Askow
Susan Bisgeier(Mrs.)
Jim Bush
Bill Hendrix
Gail Joseph(Mrs.)
Lance Knox
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Mimi McNulty(Mrs.)

Rob Letourneau
910 OAK st. Winetka
60093

Our Social Responsibility Program

Dear Sirs,

Socel Responsibility is a very valueble program in witch I have partisipated. I think it is valuable becouse I have a chance to express my self and get things off my mind that I cant do with just anybody. We get a chance to help others with there problems and have problems of our own worked out. For example, one time were talking about how Little brother and sisters were doing things we dident want them to do and others gave suggestions to help.

I have Learned many things from this program Like, once I told about this kid I was having trouble with and I was realy mad at him and they (the group) sugested how I would work this out and from that I have learned how to work out my bigger problems.

I think that our group is very interested in social Responsibility and you can tell this by the way every one wants to talk at once, otherwise I think that our group is very behaived ~~[illegible]~~

~~[illegible]~~

Sincerely,

Rob Letourneau

Rob Letourneau
Washburne School

2/10/78

Social Responsibility program

~~[illegible]~~ Dear Sirs,

When we started Social Responsibility we were at random separated into two groups. One day a week (friday) we would have Social Responsibility. During Social Responsibity we'd discuss things together. that might have happened to a group of people or just one person. One of the things we discussed is ~~[illegible]~~ washburne (school) closing. Most People were concerned about washburne closing, so we discussed it, some of us went to the meeting and we circulted petitions around the school. To keep Washburne open. Later it was decided by the school board to keep Washburne open! Another example is we once had a slight problem with a teacher and through social Responsibility we were able to solve the problem, without hurting any one.

Social Responsibility was a time to express your feelings seriously

⟶

with others, and hear their opinion, too.

I really liked Socialy Responsibility and I learned From Mr. Swansen and the group how to handle some things. It really helped me!!!!

Sincerely
yours
Camille
Khodadad

Ciaran Cooper
5 71

Social Responsibility

To me, Social Responsibility is a time when we as a group can sit down and talk about things that go on, in and around school. Like the school closing issue when we got together and formed a committee to speak in front of the school board in favor of Washburne.

I've learned how politics work and how you can get involved in town discussions, even though we're minors.
I've also learned how to respect others, and their opinions
I've learned how to help others solve problems and how to speak in a group by waiting my turn etc.

I hope that Social Responsibility will continue in Washburne Junior High.

Ciaran Cooper

Todd Lipsich

Social Responsibility is a group of kids that talk about all their problems. We take turns trying to tell the kids what you would do and then they might get an idea from somebody and try it. For example, we talked about the Winnetka Schools because one of them was going to close and it could of been washburne (thats my school). we talked and talked and came up with some idear. Some of the people went to the meetings where they were deciding which school would close and some of the kids talked out loud and the other school closed not ours.

I've learned how to keep out of trouble and talk in discussion effectively. I've learned how to handle teachers that you don't like.

My behaivor has changed after taking Social Responsibility. I don't talk out of turn as much as I used to. I also am staying out of a lot of trouble.

Todd
Lipsich

S-76 07189
CRS-MASTER FILE

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Crime in Society and Schools[1]

JAMES Q. WILSON
Harvard University

I am struck by the parallels that exist between the way we think now of crime and violence in schools and the way we were thinking ten years ago about crime in society generally. Ten years ago the planning began for the formation of President Johnson's Commission on Law Enforcement and Administration of Justice. At that time and for many years thereafter, people spoke about crime in society, not from the point of view of a careful analysis, nor from the point of view of evaluating efforts to deal with crime, but rather from personal ideology and organizational and institutional interests. The predictable result was that they talked past each other and arrived at no agreements as to how to approach the problem. Influential spokesmen aroused public expectations and then disappointed them. They fanned the flames of ideology and allowed preconceived positions to harden. This, in my view, made us worse rather than better off.

Now as I read the hearings that have been conducted before Senator Bayh's subcommittee on crime in our schools, I get the sinking feeling that I've been there before, because the predictable positions, the personal ideologies, and the organizational interests are all expressed in virtually unchanged language except now, instead of using the word "society" we substitute the word "schools."

One view is that there is no problem or that we have exaggerated it. This view is expressed by those who point to the unreliability of our statistics. In 1965, skeptics were saying the same thing about crime generally. It was not until much later, when most of their typewriters had been stolen, that they began to realize that perhaps the common person's fear of this problem, though statistically unreliable, was in fact correct.

The opposite view is that we have a catastrophic problem. We hear horror stories of teacher X being murdered and student Y being raped, thereby exagerating the implications of the data and suggesting unpleasant and I think unnecessary conclusions. Much of what is termed "crime in the schools" is crime that involves school children or school personnel, but it no more deserves to be called "school crime" than ordinary crime deserves to be called "family crime" because families are so often involved in it.

A third view is that the schools themselves are to blame because the schools "create" violence. This is a variant on the familiar argument that the victim is to blame for the crime. Sometimes the victim does indeed precipitate the crime. But the schools have not changed as much as our young people have changed. If we really believe that the schools create violence, what is our proposal? That we arrest the school superintendent, fine the principals, or abolish the schools? Or that we try some new, unknown, and certainly untested formula for reconstructing education in the hope that if we teach something different in the classroom, there will be less violence? This bold claim as to what schools can in fact accomplish is one for which I find absolutely no supporting evidence.

A fourth view is that the rights of the accused are more important than the problem of school violence and that the way to approach school violence is to extend the Bill of Rights, in all its detail to every school child with respect to as many matters as possible—suspension, discipline, perhaps grades. I think the issue of the kind of rights school children should have is separable from the issue of what to do to protect the possibility of carrying out education within the schools free of the threat of violence, disorder and theft. Furthermore, there is absolutely no reason to believe that extending rights will reduce violence. Indeed, there is as much evidence against as in support of that proposition.

A fifth view is that we must install physical security devices and police throughout the schools. Despite the fact that some schools have come to such a state of disorder that this in necessary, the argument is similar to one heard in 1966: that the only way to deal with crime generally is to have a police officer on every corner. Those who said that, failed to count how many police and street corners that involved and they ignored the fact that much crime does not occur in front of police officers but often occurs indoors, where the police have no right to trespass. Though physical security devices and intrusion alarms are no doubt necessary, they cannot prevent those crimes on the play-

Educational researcher V. 5 3-6

grounds, after school, on the way to or from school, and in the classrooms where pupils and teachers are lawfully present.

Then, of course, there is the favorite all-purpose solution—we must eliminate the "root causes" of school violence. Ten years ago we said we must eliminate the "root causes" of crime generally. But opinions differ as to those root causes. Scholars have been studying this for a long time. They have identified the structure of the family, peer group relationships, and poverty as factors contributing to many problems in our society including crime generally and particularly crime in the schools. But do we really think that we can present a governmental program that will reconstitute the family, substitute love for brutality, select a student's peer group or organize that peer group along constructive lines? Even the problem of eliminating poverty is a difficult one, though as far as I'm concerned it is an urgent priority for this nation. In the short run, we have as much reason to believe that eliminating poverty will cause crime both to increase and decrease.

In the last few years, we've had a recession. People have pointed to the rising crime rates as one sign of what happens to a society when unemployment rises. That conclusion overlooks the fact that crime was also increasing between 1963 and 1969 when unemployment was very low and an average real family income was mounting. Where were those voices then that said, "My goodness, crime is going up because unemployment is going down, so we must increase unemployment in order to reduce crime"? There is a relationship, of course, between economic conditions and crime, but it is a complex and difficult relationship, and one which our government, indeed any free government, cannot easily alter in the short run.

The best arguments for eliminating poverty and racial discrimination have nothing to do with crime at all. The best arguments for eliminating poverty and racial discrimination are that these things are intolerable. A free and prosperous society should not allow persons to suffer from want or discrimination. We should pursue those objectives even if the short term effect is to produce a weakening of institutional restraints and a tendency for some people to take more than that to which they're entitled. One of the arguments for improving our capacity to control violence and crime is that by increasing that capacity we can allow necessary social improvements to move ahead without generating a backlash.

If we're not going to talk past each other, what can we talk about? My argument is this: we are facing a problem, the causes of which we do not understand, are not likely to understand very well, and probably cannot eliminate in a generation or two. What we are seeing, not only in this country but in virtually every industrialized country for which we have data, is a profound shift in values and institutional attachments that are producing all manner of rebellion. Without unacceptable reductions in personal liberty, without unacceptable intrusions into family life and into the indoctrination of the young, we are not likely to reverse that world-wide change in values.

In the meantime, however, there are things we can do. Above all, we can learn to experiment with practical, alternative solutions to enhancing the security of schools so that education can go on reasonably free of those distractions and threats. These experiments require us to assume that we don't know very much about the problem right now. What we do know is based upon statistical studies which, while quite enlightening as to possible relationships, are based on the correlation of available data and not on carefully mounted, carefully evaluated experiments. We should find ways to alter one or two strategic variables and observe the results to see the effect on school violence and crime just as we have already done with respect to a number of other objectives such as learning. What kinds of projects might be undertaken? I don't have a comprehensive list, but I will mention some things to encourage thinking along the lines of testing alternative strategies in ways that are credible to third parties.

First, we need to know a lot more than we now know about who is victimized in a school setting and under what circumstances. When this need was felt with respect to crime in society in general, Lloyd Ohlin and others on the Task Force on Assessment of Crime of President Johnson's crime commission proposed a national victimization survey. Since then, the Law Enforcement Assistance Administration and the U.S. Bureau of Census have been regularly conducting a victimization survey of the nation as a whole and in many selected cities to attempt to find out what the "true" crime rate is and the circumstances surrounding particular crimes. They have tried to ascertain who is involved and what the relationships are between assailant and victim. We might need to ask: To what extent is "school crime" really school crime? Does it occur genuinely in a school setting and is it conditioned by the facts of school life? I'm not endorsing a school victimization survey simply out of a scholar's desire for more statistics. I think there is a learning process that occurs by gathering facts systematically rather than by asking each school district to document its own horror stories.

Secondly, we could experiment effectively with alternative security arrangements in schools or alternative school building plans. At one point, we thought crime was unaffected by building design. Then Oscar Newman's book, *Defensible Space*, showed the important relationship between the heights and physical facilities of a public housing project and the amount of crime that occurred in it, independent of the population of the building. Obviously, we can't tear down all the public housing projects and rebuild them according to Newman's specifications, but new programs can and should take into account his very striking findings. It seems to me the same thing can be learned about schools and their discipline methods and assignment policies. Some people believe children should be suspended if they commit an infraction; others say that practice only confirms the criminal tendencies in such persons. Others say these matters shouldn't be handled by the schools at all but turned over to the police and the courts, while some say the criminal justice system is inappropriate. These are not questions to debate on the basis of ideology. We can find answers by looking closely at what happens to students handled by these alternative means: suspension, the juvenile justice system, or internal school discipline.

We should also examine longitudinally what happens to young people who take various routes in and out of school. A number of studies have suggested a relationship between family social background, career aspirations, lifestyle, friendship patterns, length of stay in school, attitude toward grades in school, and truancy records on the one hand and delinquent behavior on the other. Elliott's 1966 study of San Diego high school dropouts suggested the following: boys from families of a lower social background who dropped out before finishing high school had a rate of referral to the police for various infractions one-third less *after* they dropped out than before, whereas boys from families of a higher occupational or social background who dropped out of school had a police referral rate that was unchanged. This suggests we may be keeping the wrong mix of persons in school for the wrong number of years and for the wrong purposes. It has been pointed out that until the 1950's the school dropout rate equaled or exceeded the high school graduation rate. Only since the end of the Second World War have more people stayed in than dropped out of high school. Around 1900, perhaps 80 per cent dropped out or never entered high school. Only in the last 30 years have we enforced by law the extension of adolescence to age 17 or 18. Perhaps the minimum school-leaving age should be lowered. I am not sure whether allowing people to drop out of school without feeling like pariahs will make a difference. But high school exists now as a monopoly, selected by society as the single appropriate route into both higher education and the work force. That this single institution can be the sovereign route of access for everybody going into the work force, into higher education, and into various careers strikes me as inherently implausible. Society ought to encourage a diverse set of routes into the work force. Perhaps some young people should be apprenticed to craftsmen or to employers with the amount now spent on school education spent instead on subsidizing training on the job. We have not systematically experimented with various routes into the work force.

Arthur Stinchcombe's study of rebelliousness in the high schools points out that those young boys and girls who from the outset are aiming at what he calls a working class lifestyle (a manual or semiskilled trade) develop very early a set of rebellious attitudes about high school in which they attempt to defeat the symbols of the adult authority by breaking whatever rules happen to be in force. Society can define any set of rules it wants for the conduct of a high school and some group will regard those rules as a challenge. This is not an argument for abandoning the rules—they are essential to make an institution operate. It is an argument questioning whether—once the rules are decided—you should design alternative ways for people to cope with the situation. Some may want to conform because a high school for them offers an opportunity for jobs, for entry into college, for other things they want. Some may conform simply because they are rule-oriented personalities. But some, like the students in the San Diego study or in Stinchcombe's book, may regard those rules as irrelevant because they regard high school as irrelevant for not teaching them those skills they want or need. I don't know whether or not this is an important argument for vocational education. But it is an argument for experimenting realistically with alternative routes into the work force for different kinds of young persons and for abandoning the notion that high school is the funnel through which *all* young persons must be processed in more or less identical fashion.

Lastly, we must realize that crime does not occur in the schools in isolation from crime in the rest of society. Indeed, much of what's called "crime in the schools" is really crime committed by young persons who happen to be enrolled in a school, or who happen to commit the crime on the way to or from school. Most serious property crime is committed by juveniles; most serious violent crime is committed by young adults. The age at which they start has been getting lower. The age-specific crime rate has been declining steadily. This cannot be handled in the schools alone and probably shouldn't be handled primarily in the schools. When we deal with serious offenders, as opposed to classroom disruptors and truants, we have to consider seriously the use of the criminal justice system. To take any other position would be to say that persons enrolled in school are to be treated in special status, despite the fact that these young persons taken together commit most of the serious crime in our society. It is especially important that we use the criminal justice system if we are going to provide alternative routes into the work force with some people in school and some not. We could not allow those who remained in school the privilege of school disciplinary proceedings and say to those not in school, "Because you are not in school you must be exposed to the full weight of the criminal justice system."

The criminal justice system itself is not working very well. John Greacen recently analyzed data gathered by a study of those in our current juvenile correctional institutions. He found that 26 per cent of young persons convicted of status offenses—running away, truants, behavior which if commited by an adult would not be a crime—are institutionalized, but only 23 per cent of young persons convicted of committing a serious crime—one which would have been a crime if committed by an adult—are institutionalized. We are confining a larger proportion of truants than of felons. Twenty percent of the population of our juvenile correctional institutions are there because of status offenses while many violent offenders are returned almost immediately to the community. Some may say we should not deal harshly with young persons. It seems to me we must clearly make distinctions among the varying levels of age and maturity of persons: what is appropriate for a 13 or 15 year old is inappropriate for a 17, 18, or 19 year old.

The functions of criminal justice are to deter crime, to incapacitate convicted criminals, and above all to reaffirm society's commitment to certain irreducible minimum standards of conduct. We cannot allow these functions of the criminal justice system to be ignored because the age at which people are commiting crimes has been declining. At present it is a cumbersome and ineffective mechanism. Right now most juvenile court judges have the alternative of either returning the person to school on probation or suspended sentence, where the youth is free to carry on criminal activities in the school and the neighborhood, or sending them to remote, often unpleasant, ineffective correctional institutions. There seems to be nothing in between. As with high schools, it is inconceivable to me that you can divide all the juvenile offenders into only two categories—those whom we should lock up and those to whom we should do nothing. We need a greater variety of dispositional alternatives, reserving the most severe and important offenses but with intermediate sanctions more serious than probation but less serious than incarceration for those who commit first offenses or relatively minor offenses.

Other societies have developed alternatives. In England, for example, they have a system of community service orders. A young person convicted of certain first offenses can be sentenced to up to 240 hours of community service under supervision. This may involve cleaning up the park, working in hospitals or doing any number of useful tasks. If the terms of the service are violated, probation is revoked and the offender faces the prospect of some form of custodial sentence. The community service order has been evaluated in at least preliminary fashion by the Home Office in England and found to be promising. I'm sure we can think of other alternatives. The important thing is not simply to think of them, but to try them in a few localities and conduct some serious, objective, third-party evaluation. The challenge is to use the diversity of our system and our capacity for evaluating the results of social intervention as ways of coming to grips with this problem by substituting some realistic strategies for competing ideologies.

Note

1 Excerpt from an address to the 5th annual conference of the Council for Educational Development and Research, Dec. 1975. Full proceedings, edited by James M. McPartland & Edward L. McDill, Johns Hopkins Univ., are available from CEDaR, 1518 K St., NW, Wash., DC 20005.

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School Law Bulletin

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Robert E. Phay
Editor

WRITTEN STUDENT CONDUCT CODES AN ESSENTIAL INGREDIENT IN REDUCING AND CONTROLLING STUDENT MISCONDUCT*

One of the most difficult and persistent problems facing school boards, school administrators, and teachers is how to deal with student conduct that is considered unacceptable in the school. Student protest and serious misconduct are frequent in the public schools. A survey of the nation's 29,000 public and nonpublic high schools by the House Subcommittee on General Education in 1969 reported that 18 per cent of them had had a serious student protest.[1] Serious protest was defined as student activity involving such acts as strikes, boycotts, sit-ins, or riots.

This percentage did not decline in the years that immediately followed, nor did the violence, which increased at an alarming rate. In April 1975, the Senate Judiciary Subcommittee to Investigate Juvenile Delinquency reported that between 1970 and 1973, homicides in the schools increased by 18.5 per cent, rapes and attempted rapes by 40.1 per cent, robberies by 36.7 per cent, assaults on students by 85.3 per cent, assaults on teachers by 77.4 per cent, and drug and alcohol offenses by 37.5 per cent. The Subcommittee's preliminary report, Our Nation's Schools—A Report Card: "A" in School Violence and Vandalism, states: "Simply put, the trend in school violence over the last decade in America has been, and continues to be, alarmingly and dramatically upwards." The Subcommittee's chairman, Senator Birch Bayh of Indiana, emphasizes the seriousness of the problem when he notes that "[t]he ledger of violence confronting our schools reads like a casualty list from a war zone or a vice squad annual report." Not only the human cost, but also the property cost is high. The report states that the $500 million cost in vandalism "equals the total amount expended on textbooks throughout the country in 1972."

Nor has the concern generated by increased violence declined. The Sixth Annual (1974) Gallup Poll of Public Attitudes Toward Education reported that the public considered lack of discipline in the schools to be the primary school problem (for the fifth time in six years), and two-thirds of those interviewed believe schools are "a breeding ground" for crime and violence. More recently (1975), the United States Supreme Court, in Goss v. Lopez,[2] noted the size of the problem: "It is common knowledge that maintaining order and reasonable decorum in school buildings and classrooms is a major educational problem, and one which has increased in recent months."

Notwithstanding these surveys and reports, it is my opinion that major crime, at least in the small and middle schools of the Southern and border states, has declined in the last three to four years. The operation of fully desegregated schools for several years has left us today with fewer misconduct problems than we experienced immediately after we desegregated. Several school superintendents and principals have reported to me in the last year that serious crime and malicious vandalism, which almost always have been committed by a small percentage of the student body, peaked three to four years ago and have been declining since that time. (A similar decline has been reported for less serious types of misconduct.) One Mississippi superintendent told me in early September that his school, which is 45 per cent black, has had fewer incidents of violence than it experienced a few years ago. Several North Carolina superintendents and principals have reported the same fact. The Mississippi superintendent also reported that the tested performance level of black students, although still low, is two to three grade levels above what it was when they were tested in all-black schools only a few years ago. The tested performance of the white students had remained at approximately where it had been. North Carolina administrators report similar results.[3]

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*This article is a statement the author made before the Senate Judiciary Subcommittee to Investigate Juvenile Delinquency on September 17, 1975.

[1] The National Association of Secondary School Principals also reported in 1969 that 59 percent of 1,500 high schools studied had experienced some kind of student protest or activism.

[2] 419 U.S. 565 (1975).

I do not mean to suggest, however, that school misconduct is not a serious problem. It clearly is. It is important, however, that the Congress and state legislatures not over-react, as some parents and schools have done. For example, the response I have witnessed in several school districts of automatic suspension and expulsion for relatively minor misconduct, particularly when the child is a difficult child, only serves to shift the problem from the school to the community at large. The removal from school almost always results in increased misbehavior, not a reduction of it. The misconduct is only at a different place.

I. CAUSES OF STUDENT UNREST

This statement will not extensively analyze the causes of student unrest, but some understanding and appreciation of why students rebel and protest are essential to a constructive approach to the problem.

The causes of unrest in high schools are many. Dissent has focused on a wide variety of concerns that differ from school to school. A New Jersey school board report listed thirty-seven issues that have resulted in protest, ranging from those over which the school has little or no control--such as the events in Southeast Asia, the CIA, and the recession--to those that are basically school matters--such as dress and hair regulations, smoking rules, and curriculum.[4] A 1969 report by the United States Office of Education listed the following major issues with which students are typically concerned: (1) dehumanization of institutional life; (2) inequities in society; (3) educational irrelevancies; and (4) racial and cultural discrimination.[5] These concerns have produced a discontent that a single spark can ignite. Incidents that have furnished such a spark were found to fall into five general categories: (1) racial conflicts, (2) political protests, (3) resentment of dress regulations, (4) objections to disciplinary actions, and (5) educational policy issues. These issues continue to be the primary ones that concern students today, and these reports indicate that some delinquency is created by the school. Greater restrictions, particularly when they are viewed as unfair, often produce greater student reaction, and when the stress level is raised in the school, so is the misconduct.

The causes of school unrest listed above are only a reflection of the concerns in society at large; the increase of crime in schools merely mirrors the increase in crime everywhere.[6] The problem, however, is that parents want schools to be as they remember them 30 years ago, when schools indeed were more disciplined and structured and had an authority that no longer exists. For schools to impose the discipline they once did, however, simply is not possible. One reason is that they no longer have the degree of legal authority they once had. The almost total *in loco parentis* role the school enjoyed in years gone by, when it had almost the same authority over the pupil while he was at school as the parent had over him at home, is gone.[7] Over time, the *in loco parentis* doctrine was substantially modified, particularly as applied to secondary school pupils, and the courts became more willing to examine school actions and to overturn those found arbitrary or unreasonable. Another reason why the discipline and structure found in schools thirty years ago is not possible today is that the former level of discipline is not today found or imposed in the home and in other places of our society. The discipline in the public schools of thirty years ago--which were basically white and middle class or black or ethnically identifiable--was reinforced by the discipline standard set at home. Consequently, schools, which had had a homogeneous student body, mirrored home standards. In many respects, schools do that today, but they now are pluristic, containing all classes and races of people. Thus it seems to me that students today cannot be expected to modify their behavior in school substantially, at least not for long periods of time, when the restraints placed on the student in school are not found outside the school. The student who has substantially modified his behavior to acceptable school standards when he enters the school door will revert to his usual behavior when he finds himself unsupervised.

I also note that most of the incidents of unrest in high schools occur suddenly and spontaneously and are touched off, for example, by the election of cheerleaders all of one race, the search of a student, or a fight between two students. The spontaneous nature of the high school disruption makes responsible action more difficult for the teacher, principal, superintendent, and school board because they must react immediately to keep the incident from reaching crisis proportions. Such situations require delicate judgment. The best way of reducing these incidents and increasing judicious response to such incidents is to reduce class size, employ a faculty that reflects the racial and ethnic background of the student body, reduce or replace school structures housing more than 1,200 high school students or more than 900 junior high school students, increase supervision, and educate school personnel in the techniques of properly dealing with these problems. These recommendations require more people and more money.

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[3] A North Carolina principal reported to me that the tested performance of students in his senior high school of 1,200 (30 percent of whom were black) increased for both black and white students. The additional programs added to enable black students to catch-up were successful in improving test scores of black students, but they also resulted in improved test scores of white students. Consequently, the gap between the black and white students did not decrease.

[4] New Jersey Federation of District Boards of Education, *Student Activism and Involvement in the Educational Program* (1970).

[5] U.S. Office of Education, *Report of Subcommittee on Easing Tensions in Education* (1969).

[6] *See* "The Crime Wave," *Time*, Vol. 105 (June 30, 1975), 10-24.

[7] For a historical discussion of the *in loco parentis* doctrine, see S. Goldstein, *The Scope and Sources of School Board Authority to Regulate Student Conduct and Status: A Nonconstitutional Analysis*, 117 *U. Pa. L. Rev.* 373, 377-84 (1969).

Three of these recommendations--reduction in school populations, replacement of antiquated school structures, and increased supervision--deserve special comment. When high school buildings house more than 1,000 or 1,200 adolescents, they become too large to deal with the student as a person. The same is true for middle schools housing more than 900 students. In my opinion, it is absolutely essential for an orderly school program that the school's administrators maintain close contact with the staff and the students. When student bodies much exceed 1,000 and the staff exceeds 60 to 70 people, they are too big. When these limits are exceeded, a second level of administrators is created and students--and to some extent staff--develop a sense of powerlessness. Students lose their identity as a special person in whom the school is particularly interested and concerned and the result is an increase in antisocial behavior. Thus, in my judgment, the large urban schools of 3,000 to 4,000 students are programmed for high levels of serious student misconduct and little can be done to avert trouble.

The replacement of antiquated school structures, particularly the big ones in the urban centers, is another way of helping to reduce friction among students and the resulting misconduct. Unfortunately, many of the secondary school buildings being used today were built before World War II, when concepts for managing students were different than they are today. Typically, these buildings have narrow, long corridors and fixed class space. Although this design was adequate for that time when there was a more homogeneous student body, the pluristic student body today needs more elbow room. Consequently, different types of facilities are needed.

Still another important ingredient in reducing student misconduct, is increased supervision of students, particularly supervision outside the classroom. When classes empty into the halls or onto the school grounds, teachers or someone else should be present to supervise. Even if teachers merely step into the halls at the end of instruction periods, unacceptable student conduct is reduced. Unfortunately, however, one recent result of negotiated teacher contracts has been a reduction of out-of-class supervision by teachers. Some teachers' unions have been successful in eliminating any teacher responsibility for supervision except in the classroom. If teachers do not supervise before and after school and in the halls and lunchrooms, then the school must employ someone else to do it.

II. SUSPENSION AND EXPULSION AS A DISCIPLINARY TOOL

Whatever the cause or precipitating act, the disruptive conduct may result in suspension or expulsion of a student. Removing a student from school is a serious action by the school. (It can, however, be used in a nonpunitive context, for example, to reduce tensions or to provide more time than is immediately available to deal with a problem.) Because of its seriousness, only seldom can it be justified when the removal is long-term. One justifiable occasion is when a student's continued presence on the school grounds endangers the school's proper functioning or the safety or well-being of himself or other members of the school community. Another such occasion occurs when the removal offers the only effective way of both communicating to the student that his conduct was unacceptable and emphasizing to his parents that they must accept a greater responsibility in helping the student meet school standards of acceptable conduct, and this situation is the usual reason for imposing short-term suspensions. When either of these situations exists, the student should be removed from the school. When neither exists, other ways of dealing with the problem should be sought.

Separating a student from school is a poor method of discipline. Students who misbehave usually have academic difficulties, and removing them from school almost inevitably adds to these problems. Frequently, suspension or expulsion is precisely what a delinquent student wants. Also, as the school breaks contact with a student and loses its opportunity to work with him to eliminate his antisocial behavior, he may continue his misconduct in a way more dangerous to himself and others than the behavior for which he was expelled.

Thus expulsion in my judgment should be avoided if possible. This does not mean, however, that a disruptive child should be retained in the classroom, or that improper conduct should be ignored. When the classroom is not the place for a problem child, other provisions should be made for him if possible. For example, he might be put into a special group where closer supervision and greater individual attention are available, a device commonly referred to as in-school suspension. Concerned and caring adults and appropriate community facilities like family service agencies, mental health clinics, or the public health service might be asked to work with the problem student. Please note, however, that most of these alternatives to removing the student are expensive.

I also note that some children disrupt classes because they feel alienated or inadequate. For these children, the school should try to offer learning in a way that builds self-confidence rather than destroys self-respect. Classroom instruction should have meaning and relevance to the child's situation. If it does, an important preventive action has been taken that should reduce the need to use suspension and expulsion as a disciplinary device. A discussion of the types of changes that a school can make to deal with these problems, such as adjustments in the curriculum, is beyond the scope of this article. Most of these changes cost money.

III. STUDENT CONDUCT CODES

The school can take several preventive measures to reduce serious misconduct. One is the development and adoption of a written school board conduct code. The code should consist of three basic parts. The first part should set forth the student's basic constitutional rights in the school, such as the right to speak and express his opinions, even if the opinions are unpopular.

The second part should list the categories of misconduct for which disciplinary action is appropriate. I recommend a code that is much more specific than the typical state statute. The typical school expulsion statute will authorize the school to suspend or expel a pupil who willfully violates the rules of the school, is guilty of immoral or disreputable conduct, or is a menace to the school. I recommend that the school board develop a particularised listing of misconduct deemed serious enough to warrant expulsion or long-term suspension. The types of serious school misconduct that I think should be included in this code are set out in the appendix and fall well within the broad powers granted in the typical state statute. However, they eliminate as grounds per se for expulsion or long-term suspension such vague concepts as immoral or disreputable conduct. This section of the code should specifically prohibit such misconduct as intentional destruction of property, and willful assault on students or school employees. But the code should not recite the criminal code. The criminal law should be viewed as operating separately, though sometimes concurrently, with school discipline. I see no need, for example, specifically to prohibit arson or burglary. A school rule is not required to remove a student for this type of criminal behavior, and furthermore these criminal acts are forbidden by the school rules prohibiting damage or destruction of school or private property.

It should be noted that the misconduct rules set out in the appendix omit several types of student behavior that often are the basis for student expulsion. Long hair on males, which cannot be prohibited in five of the country's ten federal courts of appeals, and possession or distribution of "obscene" materials are not included in the list. Adequate rules to interdict either activity are extremely difficult to write and, if written, often will stimulate the very conduct they seek to prevent.

Consideration also should be given to enumerating the types of conduct that, if engaged in, would result in less severe punishment than suspension or expulsion. For example, a code section on lesser offenses might prohibit such conduct as intentional damage of property, plagiarizing, hazing, truancy, fights, and failure to comply with directions of teachers and principals.[8] This minor misconduct code need not be adopted by the board of education unless state statutes require it to be board approved. There often is merit in permitting the students, teachers, and administrators of each secondary school to develop its own minor misconduct code and tailor it to the school's needs, although different policies for different high schools on such matters as truancy or smoking can create problems. If this code is developed at the school-house level, it should be reviewed every three or four years. It is important to continue student and teacher involvement with the code and to update it to reflect changes in society and the student culture.

The third part of the code is a procedure for dealing with violations of the code's conduct section.[9] These procedures should be ones that produce a reliable establishment of the facts and insure the procedural due process rights of the student while minimizing the adversary nature of the proceeding. When the school seeks to suspend or expel a student, the question usually is not whether the student engaged in the misconduct but the penalty to be applied. Thus a hearing on whether the student is guilty of the misconduct is often neither demanded nor constitutionally necessary. When, however, the student challenges the school's right to discipline--such as when he has distributed a newspaper that the school says is obscene or denies the school's allegation that he is guilty of misconduct--then a procedure that meets constitutional requirements must be followed. For short-term suspensions (10 days or less), the constitutionally required procedure mandated by the Supreme Court earlier this year in *Goss v. Lopez*[10] is notice of the charges and, if the student denies them, an explanation of the evidence against him and an opportunity to tell his side of the story. For expulsion, minimum standards are generally thought to include (1) adequate notice to the student of the charges against him and the nature of the evidence to support those charges, (2) a hearing, and (3) a disciplinary decision that is supported by the evidence.

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[8] These types of behavior may result in the major penalty of expulsion. See the recommended provisions on serious student misconduct in the appendix, which provide that repeated failure to comply with teacher directions, substantial damage to property, or intentional physical abuse of a student or school employee may result in expulsion.

[9] For a procedure recommended by the author, see R. Phay and J. Cummings, *Student Suspensions and Expulsions: Proposed School Board Codes*, Institute of Government: Chapel Hill, N. C. (1970), pp. 23-47.

[10] 419 U.S. 565 (1975).

IV. REASONS FOR A WRITTEN CODE

Written school board regulations on student conduct that constitutes serious misbehavior and written procedures for handling violations of those regulations have long been advisable at the junior high and secondary school levels. But they are now becoming a necessity as courts require specificity in rules and certain procedural observances before a suspension or expulsion is imposed.[11] The particularized code is necessary to save vague statutory language from being misused and to keep school actions taken pursuant to it from being declared invalid on the basis that the statute grants undue discretion and is unconstitutionally vague.

Another reason for these codes, both board-adopted district and school building codes, is the opportunity to involve students and teachers in developing the code. The involvement of students will help communicate to them that their support and assistance is needed to make school a worthwhile experience. If students help develop these school codes, they will see better that they are the primary beneficiary of an orderly school operation and that they, as members of the school community, have a responsibility and interest in promoting a good learning environment.

The adoption of a written student conduct code also will help teachers, principals, and other school employees clearly understand the ground rules of school discipline. Clear regulations and procedures will serve as a guide to school employees in troublesome situations. The teacher, no less than the student, needs to know the types of student conduct prohibited, the types of conduct that usually will result in expulsion, and the types of conduct that are to be punished or curbed by the teacher's discipline. With respect to teacher discipline, I think it is important for the code to make clear that the teacher is expected to make every effort to handle personally the usual problems of maintaining classroom discipline before involving the principal. It also is essential that the individual school develop written procedures for handling teacher referrals of misbehaving students. Such procedures should require adequate records and provide for promptly notifying the teacher of the principal's action on the misconduct.

Written codes also will help teachers if they define the procedures and limitations on the use of corporal punishment and the search of a student or his locker. The teacher needs to know the limits on corporal punishment and the search of a student, because improperly administered corporal punishment[12] or an illegal search[13] may result in a civil suit against the teacher for assault or invasion of privacy. Furthermore, if he violates the student's "rights, privileges or immunities secured by the constitution and laws," the teacher may be sued and found to be personally liable under Section 1983 of the Federal Civil Rights Act of 1871.[14]

Still another reason for a written code is to protect the student against a violation of his constitutional rights and to avoid a reversal of the school's action if a court later finds the school impermissibly suspended[15] or expelled the student.[16] Another danger is that without written codes, students may be left unaware of their due process safeguards and less likely to assert their rights, particularly if the punishment is not too offensive, or the right sacrificed seems relatively unimportant. A written code that is updated with the latest court decisions provides an invaluable tool in operating a constitutionally sound and fair disciplinary procedure.

V. PROCEDURE FOR DEVELOPING A STUDENT CODE

Although the adoption of a student conduct code is a responsibility of the local board of education, I recommend that the code not be written by the school administrators and board alone. I suggest that the school board establish a committee from the various constituencies within the secondary school community—students, teachers, parents, and administrators—and that this committee develop the code using several of the available model codes as a guide.[17] The committee should give all interested and affected people an opportunity to come before the committee and make recommendations and suggestions. When the committee has completed a final draft of the code, which should have been carefully reviewed by someone familiar with the statutory and constitutional law of student conduct the draft should then go to the school board for its consideration. The board should publicize the proposal and invite comment and criticism of it. After receiving this comment, the board should adopt the code with such amendments as it thinks necessary. The code then becomes the official school board policy on student conduct and should be publicized widely, with a copy given to each student and a copy mailed to all parents.

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[11] A monograph to be published later this fall by NOLPE (National Organization on Legal Problems in Education) and the ERIC Clearinghouse on Educational Administration examines the legal aspects of student suspensions and expulsions. A copy may be obtained from NOLPE, 825 Western Blvd., Topeka, Kansas, 66606.

[12] See, e. g., Harris v. Galilley, 125 Pa. Super. 505, 189 A. 779 (1937).

[13] See, e. g., Phillip v. Johns, 12 Tenn. App. 354 (Ct. App. 1930), and Potts v. Wright, 357 F. Supp. 215 (E.D. Pa. 1973).

[14] 42 U.S.C. 1983.

[15] See, e. g., Goss v. Lopez, 419 U.S. 565 (1975).

[16] Wood v. Strickland, 420 U.S. 565 (1975).

[17] A collection of Model Student Codes can be found in a publication entitled *Student Codes: A Packet on Selected Codes and Related Materials*, (Cambridge, Mass.: Harvard Center for Law and Education, 1971).

The final adoption of the student conduct code does not mean, however, that the school board is through with this issue. Student conduct codes need to be reviewed regularly by students and staff. One reason for periodic review is to make revisions required by the law, since this area of the school's operation is currently in a state of great change. The primary reason for regular review, however, is to continue to serve those objectives noted earlier of creating a better understanding among students of the need for and their role in the orderly operation of schools.

When these things have been done, a local board of education should have clear rules on student misconduct and an orderly and precise procedure for handling it. These rules and procedures will go far in assuring that the student is treated fairly, in minimizing the likelihood of disruption to the educational process from student misconduct, and in complying with the constitutional requirements of due process.

--Robert E. Phay

APPENDIX

Recommended Serious Student Misconduct Code

The following rules prohibiting serious student misconduct were taken from STUDENT SUSPENSIONS AND EXPULSIONS: PROPOSED SCHOOL BOARD CODES by Robert E. Phay and Jasper L. Cummings, Jr., Institute of Government: Chapel Hill, N. C. (1970), pp. 16-22.

RULE 1. DISRUPTION OF SCHOOL

A student shall not by use of violence, force, noise, coercion, threat, intimidation, fear, passive resistance, or any other conduct intentionally cause the substantial and material disruption or obstruction of any lawful mission, process, or function of the school.

Neither shall he engage in such conduct for the purpose of causing the substantial and material disruption or obstruction of/any lawful mission, process, or function of the school if such a disruption or obstruction is reasonably certain to result.

Neither shall he urge other students to engage in such conduct for the purpose of causing the substantial and material disruption or obstruction of any lawful mission, process, or function of the school if a substantial and material disruption or obstruction is reasonably certain to result from his urging.

While this list is not intended to be exclusive, the following acts--when done for the purpose of causing a substantial and material disruption or obstruction of any lawful mission, process, or function of the school--illustrate the kinds of offenses encompassed here: (1) occupying any school building, school grounds, or part thereof with intent to deprive others of its use; (2) blocking the entrance or exit of any school building or corridor or room therein with intent to deprive others of lawful access to or from, or use of, the building or corridor or room; (3) setting fire to or substantially damaging any school building or property; (4) firing, displaying, or threatening use of firearms, explosives, or other weapons on the school premises for any unlawful purpose; (5) prevention of or attempting to prevent by physical act the convening or continued functioning of any school, class, or activity or of any lawful meeting or assembly on the school campus; (6) preventing students from attending a class or school activity; (7) except under the direct instruction of the principal, blocking normal pedestrian or vehicular traffic on a school campus; and (8) continuously and intentionally making noise or acting in any manner so as to interfere seriously with the teacher's ability to conduct his class.

RULE 2. DAMAGE OR DESTRUCTION OF SCHOOL PROPERTY

A student shall not intentionally cause or attempt to cause substantial damage to valuable school property or steal or attempt to steal school property of substantial value. Repeated damage or theft involving school property of small value also shall be a basis for long-term suspension or expulsion from school.

RULE 3. DAMAGE OR DESTRUCTION OF PRIVATE PROPERTY

A student shall not intentionally cause or attempt to cause substantial damage to valuable private property or steal or attempt to steal valuable private property either on the school grounds or during a school activity, function, or event off school grounds. Repeated damage or theft involving private property of small value also shall be a basis for long-term suspension or expulsion from school.

RULE 4. ASSAULT ON A SCHOOL EMPLOYEE

A student shall not intentionally cause or attempt to cause physical injury or intentionally behave in such a way as could reasonably cause physical injury to a school employee.

(1) on the school grounds during and immediately before or immediately after school hours,
(2) on the school grounds at any other time when the school is being used by a school group, or
(3) off the school grounds at a school activity, function, or event.

Neither self-defense nor action undertaken on the reasonable belief that it was necessary to protect some other person is to be considered an intentional act under this rule.

RULE 5. PHYSICAL ABUSE OF A STUDENT OR OTHER PERSON NOT EMPLOYED BY THE SCHOOL

A student shall not intentionally do serious bodily injury to any person

(1) on the school grounds during and immediately before or immediately after school hours,
(2) on the school grounds at any other time when the school is being used by a school group, or
(3) off the school grounds at a school activity, function, or event.

Neither self-defense nor action undertaken on the reasonable belief that it was necessary to protect some other person is to be considered an intentional act under this rule.

RULE 6. WEAPONS AND DANGEROUS INSTRUMENTS

Option One

A student shall not knowingly possess, handle, or transmit any object that can reasonably be considered a weapon

(1) on the school grounds during and immediately before or immediately after school hours,
(2) on the school grounds at any other time when the school is being used by a school group, or
(3) off the school grounds at any school activity, function, or event.

This rule does not apply to normal school supplies like pencils or compasses but does apply to any firearm, any explosive including firecrackers, any knife other than a small penknife, and other dangerous objects of no reasonable use to the pupil at school.

Option Two

A student shall not knowingly possess, handle, or transmit a knife, razor, ice pick, explosive, loaded cane, sword cane, machete, pistol, rifle, shotgun, pellet gun, or other object that reasonably can be considered a weapon

(1) on the school grounds during and immediately before or immediately after school hours,
(2) on the school grounds at any other time when the school is being used by a school group, or
(3) off the school grounds at a school activity, function, or event.

This rule does not apply to normal school supplies or compasses.

RULE 7. NARCOTICS, ALCOHOLIC BEVERAGES, AND STIMULANT DRUGS

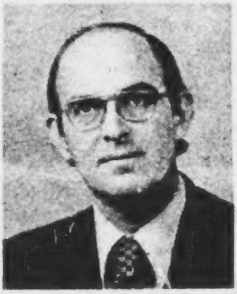
A student shall not knowingly possess, use, transmit, or be under the influence of any narcotic drug, hallucinogenic drug, amphetamine, barbiturate, marijuana, alcoholic beverage, or intoxicant of any kind

(1) on the school grounds during and immediately before or immediately after school hours,
(2) on the school grounds at any other time when the school is being used by any school group, or
(3) off the school grounds at a school activity, function, or event.

Use of a drug authorized by a medical prescription from a registered physician shall not be considered a violation of this rule.

RULE 8. REPEATED SCHOOL VIOLATIONS

A student shall not repeatedly fail to comply with directions of teachers, student teachers, substitute teachers, teacher aides, principals or other authorized school personnel during any period of time when he is properly under the authority of school personnel.



M. Hayes Mizell

"Do Unto Others"

(Suspension Myths and Alternatives)

M. Hayes Mizell
Director of the American Friends
Service Committee's South Carolina
Community Relations Program

The announced title of these comments was "Do Unto Others." It is a phrase we have all heard many times, but it is one which seems to have little place in the policies and practices of our public schools.

Nowhere does such a phrase seem so out of place as in the disciplinary practices of our schools, and it is those practices that I really want to address this morning. It is not "Do Unto Others" which comes to mind when we learn that over one million school children were suspended from school for disciplinary reasons during the 1972-1973 school year. It is not "Do Unto Others" which seems to be the basis for the disciplinary policies in eleven deep South states which resulted in 417,494 suspensions in 1972-1973.

And in my own school district of Columbia, South Carolina, where there are approximately 33,000 students enrolled, nearly 7,000 received short term suspensions last year. Though black students composed 61 per cent of the total enrollment in 1974-1975, they accounted for 78 per cent of the suspensions last year. Each student was suspended for an average length of 2.5 days. Some schools reported that they had suspended more than half of the Black students enrolled.

Do you know comparable data for your own school district and for individual schools within it? If not, I suggest you go home and begin to ask some questions. The data is there, though it is likely the reporter on your local newspaper has never tried to get it or if he-she has gotten it, he-she has probably not taken the time to sit down with a calculator and come up with some very interesting statistics. Why don't you ask for it? You might be shocked if you examine it carefully.

This data reveals that the use of the short term suspension as a disciplinary technique has now become so widely used on such a frequent basis and has such a disproportionate impact on minority and low-income students, that it should be closely scrutinized wherever and whenever it is used. There are some basic questions that need to be asked when you analyze the suspension data in your community: Why are suspensions used? Do they do what they are purported to do, that is improve discipline in the school? Are they administered in such a way or with such an effect that their use appears to be racially discriminatory? Are they really helping kids?

I could talk at length on each of those questions but the time I have and the topic before me will not allow it. I would, however, like to share with you some of the myths that surround the whole discussion of suspensions as a disciplinary technique. Perhaps you even adhere to or have used some of these myths yourself.

Myth 1 - "Suspension is the only tool we have to get these disruptive kids out of school so the students who came here to learn can get an education."

This statement evokes images of unruly students throwing chairs around the classroom, hitting teachers, setting upon other students in gang attacks, and generally roaming the halls and bursting into classrooms and taking them over. Certainly such incidents occur. The question is with what frequency do they occur and do such incidents have anything to do with the vast number of suspensions that are given in schools in this region.

The fact is that while there are certainly problems in the schools, there are not widespread daily disruptions of the magnitude described above. When there are, such students are usually expelled or placed on long term suspension, not given a suspension for ten days or less.

No, the overwhelming number of short term suspensions meted out are for non-violent, non-disruptive offenses. These can range from such "offenses" as smoking and wearing a hat in class, to something called "serious misconduct" or "conduct unbecoming a member of X high school." Large numbers of suspensions are given for cutting class and truancy, surely one of the most illogical disciplinary practices in public schools. There is good evidence that students see short term suspensions as a kind of holiday so that instead of punishment the suspensions become a reward. If a student doesn't want to come to school all he has to do is be tardy, cut class, or be truant and the school system will accommodate him. They'll suspend him.

Unfortunately, many school systems have not chosen to collect and-or analyze suspension data in such a way as to determine for what offenses most students receive suspensions and then to determine if the suspensions make sense or even if they are effective in preventing future behavior problems. It seems like such a simple thing to do, but most school districts aren't doing it. The result is that suspensions continue to be used without question and with considerable frequency.

Myth 2 - "It really doesn't matter if a kid is just out of school for a day or two, he isn't going to miss much."

Such a statement not only is an implicit indictment of what our schools have to offer but it also ignores the disruptive effect a suspension, and certainly repeated suspensions, can have on a student's educational career. Compulsory school attendance laws notwithstanding, going to school regularly is something like going to church regularly. It is a habit which can become a part of your lifestyle and even your culture, and it is also a habit which can be broken. A suspension may contribute to the breaking of the school attendance habit, especially if the student involved is having academic problems anyway or feels the pressure of poverty to drop out of school and try to find a job. There is also the chance that the student who is suspended from school will encounter and form alliances with other out-of-school youth whose non-attendance is part of a very different culture—one that too frequently produces more problems for the youth involved and ultimately for our society.

And if a student is repeatedly suspended, perhaps only for a few days each time, he-she rapidly comes to see the school as an institution primarily interested in getting rid of its problems rather than coming to grips with them. The student comes to understand that conformity to the rules—regardless of whether those rules are necessary, reasonable, fair, or equitably or consistently applied—is what interests the school most. Understanding these things, the student sees the school as something to which he-she cannot relate and too often he-she gives up and drops out.

Myth 3 - "We suspend students so we can get the attention of their parents and get them involved in solving the problem."

This myth is based on a whole set of mistaken middle-class assumptions. It assumes the student who is suspended comes from a stable home with "middle-class values" and a high regard for education. It assumes the parents are available to attend a conference with the administrator and it assumes there will be someone who is home to receive the child when he-she is suspended or to inquire about and monitor his-her behavior and performance in school. It assumes the parents can control the child and that he-she has only limited options available, either as an alternative to school or as an alternative to living with the parents. It also assumes the student has achieved adequate success in school to the point that the student and the parents see his-her continued attendance as vital to his-her future. Finally, it assumes both the student and the family believe they have or can achieve a meaningful place in the social and-or economic order of our society, and that they value the role of public education as a means to that end.

But most people who know the reality of the kind of student who is most often suspended know these myths simply do not apply. The fact is that many students who are suspended have not succeeded in school and they certainly are not a part of the student body "power structure," at least not as we usually think of it. They have little stake in the system, either educationally or socially. While their parents may be deeply committed to public education as a vehicle of upward mobility, it is likely both parents work (if both parents are in the home, or if the student lives with his-her natural parents) and are unable to summon the energy or the know-how to effectively monitor every aspect of their children's relationship with the school. These parents usually have jobs which make it difficult, if not impossible, for them to take time off from work to consult with school personnel about their children's problems in school. Many parents are unable to cope with the daily backlash of adolescence at home, much less to control or influence their children while at school. Even though these realities are recognized by teachers and administrators in individual schools, the myth of suspensions for the purpose of involving parents in the student's problems at school are still cited by many administrators.

Myth 4 - "Suspensions are effective disciplinary tools; they help control behavior problems."

Many school officials defend the continued use of suspensions because they contend it is one of the few remaining tools at their disposal to deal with "disruptive" students. We have already seen that for the overwhelming number of students suspended, it was not an act of overt disruption that led to the suspension.

But we also need to take this myth on its face and deal with it. Is the technique of out-of-school suspension an effective disciplinary practice? Does it help remedy a student's problem? Is the student really helped when he is suspended? I think the answer to these questions is clearly, "No."

Certainly all of us want a degree of minimal order in our public schools, surely enough to allow the educational process to go on without significant disruption. All of us want schools which are safe, secure, and which foster tolerance and respect for the rights of others. It is reasonable, therefore, to expect school officials to use disciplinary techniques which serve these ends and which correct and prevent misbehavior that jeopardizes the rights of others. But does the free use of short-term suspensions achieve this end? There is no evidence it does. If short-term suspensions really worked would it be necessary to suspend students over and over again? If they really produced the effective intervention of the parent and if they corrected and prevented misbehavior, would it be necessary to repeatedly suspend the same students?

In light of the available data we can only conclude that short-term suspensions do not really prevent or correct disciplinary problems, and that some students receive multiple suspensions throughout the school year. Most principals will tell you their disciplinary problems are caused by only a small percentage of their students, usually less than five or ten percent of the enrollment. If this is true, the suspension data would seem to indicate these students are being repeatedly suspended. How else can we explain the data from some high schools where twenty, thirty, forty, and even more than fifty percent of the entire student enrollment is suspended during one semester?

Because of these high percentages, we must conclude either that some students receive multiple suspensions and therefore such suspensions represent punishment, not an effective effort to correct behavior problems or prevent future misbehavior, or we must conclude that large numbers of individual students are being suspended. If you have not already done so, I suggest you return home and begin to seriously inquire whether the suspensions are achieving what their proponents claim. Perhaps you will come to agree with the many students, those on the front lines, who have concluded that suspensions as an effective disciplinary technique are a farce.

There are other myths surrounding suspensions but I would like to move quickly to what is perhaps the most dangerous myth of all: "Well, what else are we going to do? There just aren't any alternatives to suspensions."

This myth is dangerous because if one assumes there are no alternatives then there can be no solution to this problem which is crippling the potential of our youth and provides an easy "out" for school systems that do not wish to deal with the real problems of students. This myth is confidently expounded by school officials who either do not care about seeking alternatives or who are too lazy to do so.

Curiously, it is not professional educators who are beginning to search for and explore alternatives to suspensions it is the advocates who have called into question the whole concept of out of school suspensions. For example, several weeks ago the Children's Defense Fund of Washington, D.C., a national research and advocacy group (Children's Defense Fund, 1520 New Hampshire Avenue, N.W., Washington, D.C. 20036), published a report on suspensions and student discipline. One chapter of the report deals with alternatives to suspension which the CDF staff identified throughout the nation.

Also recently published has been the July, 1975, issue of **Inequality in Education**, the periodical of the Harvard Center for Law and Education (Center for Law and Education, Harvard University, Larsen Hall, 14 Appian Way, Cambridge, Massachusetts 02138). This particular issue on "Discipline and Student Rights" contains many excellent articles, one of which is on "Alternatives to Disciplinary Exclusion from School."

Just this past spring my own office published a handbook on "Alternatives to Suspension" in a thirty-two page tabloid format. We are frank to admit that this handbook is merely a compendium of various kinds of alternatives (not all of which we thoroughly approve of) we found without a great deal of effort. Though we did not realize it at the time, apparently this is the only such handbook in the nation. In the several months since its publication we have received more than five hundred individual requests for copies from school officials, community workers, and juvenile court officials from throughout the nation.

The point I am making is that while there are obviously some good articles in professional journals which speak to the subject of alternatives to suspension, and while there are also some school officials who have experimented with various alternatives and have developed some effective programs and techniques for dealing with discipline problems in ways other than putting children out of school, this research and experience has not been compiled and publicized by and among educators.

I would like to share with you some very general and broad observations about alternatives to suspension. Obviously I cannot go into detail about specific techniques or programs but these are available to you in the publications I have just mentioned.

Among the alternatives I would urge you to consider are:

Alternative 1 - Employ teachers and administrators who reject suspension as a valid and acceptable disciplinary technique.

Perhaps incredibly to some, there are school officials and teachers who have already come to the conclusion that suspensions have little place in the disciplinary process. When we were compiling our study of alternatives to suspension, one superintendent wrote us: "During my educational career I have observed that suspensions are a waste, serve no correctional purpose, and give no solution to the real problem." Another wrote, "We feel that suspension is no longer an effective method of punishment for our pupils." And a teacher commented, "I guess when it comes to discipline, suspension is the last thing to enter my mind."

It is likely if you closely examine the suspension data for individual schools in your community you will find some very high rates of suspension and others with very few suspensions. If you probe still further, you will find that certain teachers are constantly recommending students for suspension while others have very few discipline problems and seldom recommend a student be suspended.

Suspension rates, then, are usually in direct proportion to the disciplinary philosophy of the superintendent, principal, and teacher. If a school official starts with a belief that suspensions are not effective as a disciplinary practice, then it is likely his school district or school will have relatively few suspensions. The same is true for a teacher.

What we need to begin to do is to consciously set out to identify these school officials and teachers, and to share their skills, insights, and alternative techniques with others. While the administrator or teacher who never or only rarely causes a student to be suspended may only be doing his-her job as he-she sees it, in the present climate of the free and excessive use of suspensions, these people are positive models.

Conversely, we need to begin to also identify those administrators and teachers who rely on suspensions as a disciplinary technique to an excessive degree. These people are just as much in need of training, remediation, and professional help as is the student who cannot read. School districts should make it clear that creative approaches to discipline are just as much a job requirement as are college credits and renewed certificates. If discipline is as important in our schools as we often say it is, and as citizens believe it is, then we must begin to offer help to those professional educators who have problems in using discipline as a creative instructional device rather than as punishment.

Unfortunately, too few of our teacher training institutions deal with this subject forthrightly and honestly. Beginning teachers are seldom prepared to effectively cope with and deal with difficult or disruptive students. Most teachers know little about Alderian psychology, teacher effectiveness training, transactional analysis, or reality therapy. Instead, they often misinterpret symptoms for root problems, react out of the context of their own life experience (which is too often totally unrelated to that of the problem student), or they learn by their mistakes to become combat wise veterans. Surely there is a better way.

For example, there is now a series of twelve half-hour films on the subject of "Human Relations and School Discipline" which is designed to be shown on television as the basis for an in-service college credit course for public school teachers. The series can also be acquired on a rental or purchase basis by individual school districts. While such a course cannot work miracles in itself, it can provide the framework for school officials and teacher training institutions to offer teachers a constructive means of analyzing their current classroom problems and behavior, to learn techniques which they can test in their classrooms, and to develop a philosophy of discipline which is appropriate to the needs of the student and the goals of the school. Hopefully, such an exercise would enable some teachers to determine how they can help meet the discipline needs of their students without putting them out of school.

Alternative 2 - If you have to put a student out of the regular class, give him-her an alternative that provides aid, not just detention.

Obviously there are times when a student becomes so upset or demanding that he-she is disrupting the class routine and disturbing the learning environment. On such occasions, the student may have to be removed from the class for the remainder of the period or for the next period also, or for the remainder of the day. "Cool off" rooms are becoming increasingly popular as a means to handle the student who must temporarily be removed from class. If the student is in such a room only temporarily, say for less than one to several class periods, such a room which provides isolation is perhaps acceptable.

But some schools are extending the cool off room concept to take care of longer periods of in-school suspension. With this concept students may be assigned to a kind of "study hall" or "detention room" for several days in succession. While this is an alternative to out of school suspension it is not a very desirable one. One teacher described her own reaction to such a "program" in her school:

"What they are doing is using in-school suspensions which at first I got very, very excited about. But still they are denying the child an education. He just sits in a room and some people think this is terrific, but he has to sit there very quietly and straight-laced...To me in-school suspension should be where the learning does not stop and attention is give to the student's problem. What's wrong now is that usually the learning is stopped, so the student comes back to the class, and he is behind."

We would suggest that this kind of "program" is not much of an alternative. Rather,it seems to be an alternative which has been created for the sake of saying you have an alternative and probably to keep students under the school house roof so the student on in-school suspension can be claimed in the average daily attendance.

A program reported to be in use in Houston, Texas, on the other hand, seems to come closer to being the kind of program which in-school suspension should provide. There, a disruptive student can be sent to what is called a "student referral center" housed on the same campus as the regular school. The center is staffed by a full time teacher, a counselor, and a youth services specialist from the probation department of the local juvenile justice authority. At the center the student continues his regular class assignments, receives credit for his work, and becomes involved in individual or group counseling in order to get to the root of the problem. The staff of the center has found that many of the students are not just simply behavior problems. "We are amazed at the number of students with extensive family and adjustment problems, and the number of students on drugs," one staff member said.

This kind of in-school alternative seems to be reducing the number of suspensions as well as helping students. It is alternatives of this type that are sorely needed in more of our schools.

Alternative 3 - Create public alternative schools for students with more serious behavior problems.

There are cases in which students are so constantly disruptive or violent in the regular schools that they have to be removed from the regular school program for some extended period of time. These are the students who would otherwise have to be placed on long-term suspension for several months or who would be expelled from the school system.

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Some school districts are beginning to experiment with public alternative schools which are specifically designed for the student who is unusually disruptive. There has been considerable justifiable concern that such schools not become a "dumping ground" for students who are merely undesirable in the eyes of the administration of the regular school but who do not pose a serious threat to the school's security. There has also been concern that such schools do not become populated by minority or low-income students.

We must remember that even though such alternative schools may be in a separate building on a separate campus from the regular schools of the system, they are nevertheless a component of the public education system. As such they must meet the requirements of the HEW Office for Civil Rights insofar as their racial composition is concerned. One school district was forced to close its alternative school when HEW raised questions about its all white faculty and racially identifiable majority-white student body. That school was serving as an alternative for whites but not for Blacks who were continuing to be expelled from the system.

Local citizens should closely monitor the racial composition of such schools and if they find that the ratio of the enrollment varies by more than twenty percent from the district-wide student racial ratio, they should report their findings to the regional Office for Civil Rights, or the court with jurisdiction over the school district, or the attorney for the plaintiffs who brought the initial school desegregation suit against the district.

To ensure that the school does not become a dumping ground of any sort, the local school district should have a detailed set of procedures which must be followed for admittance to the school. This should include full due process for the student who is being assigned or transferred to the school, a thorough review of his-her experience in the regular public school system to determine if such an assignment is necessary, an interview with the student and his-her parents before admittance, a clearly enunciated policy and procedure that permits the student to return to the regular school program after satisfactorily performing in the alternative school, etc. The alternative school should in no way be thought of as a punishment or as a prison, but rather as a way to remove a seriously disruptive student from the regular school program while, at the same time, meeting the student's needs and enabling him-her to return to the regular program as soon as possible.

Alternative 4 - Seek out other alternatives, be open to their possible use in your community, involve community leaders, teachers, students, and parents in the adaptation of a likely alternative to your school district or school, and give the alternative the support it needs to work.

I have not been able to discuss at length here such possible alternatives as teacher advocates, behavior contingency contracts, peer counseling, cooperation between school system and juvenile justice authorities, the use of ombudsmen, rap groups, the concept of using suspension only as a last resort, etc. All of these are discussed in our handbook and other publications.

But I would encourage you not to consider these or other approaches as the "last word" in alternatives to suspension. To the contrary, I believe the search for and cataloging of alternatives is still in its infancy. There is a great deal that you can do to expand the base of knowledge and to publicize alternatives that you find, but before you can do this, you must be willing to search for the alternatives, to adapt them or develop your own, and to put them to work in your communities.

We are very eager to learn of school officials and school districts which are implementing alternatives and which are meeting with success to keep students in school, to better meet their needs, and to improve self-discipline among all students. I hope you will let us hear from you if you know of such programs, practices, or techniques, or if you are involved in them.

Finally, this brings me to the subject of evaluating an alternative program that you might put to work in your school district. We are not going to be satisfied for school officials to merely say they have an alternative program, we want to know if it can meet the test for a truly effective program.

We would suggest that you apply the following criteria in judging any program or technique which is supposed to provide an alternative to out-of-school suspensions:

1. Is there real evidence over a period of time that the number of suspensions are actually reduced by the use of the alternative program or technique?

2. Does the alternative program or technique truly help to meet the educational and discipline needs of the student who would have otherwise

been suspended? Does it help solve the problem that led to the disciplinary action?

3. Is the student making genuine academic progress at a level which is appropriate for him-her if she is participating in an alternative program?

4. As a result of the use of the alternative program or technique does the student begin to develop greater self-discipline?

5. Does the alternative protect and respect the student's dignity, privacy, free expression, or other civil liberties?

I would suggest that when we have alternatives to suspension that meet these criteria we will really have taken a step forward.

Now I realize that perhaps more than other people this group is aware of many of the points I have made here. You should be. And because you know students so well, you are in a good position to begin to question the effectiveness of your district's disciplinary policies and practices. You are in the best position to share your experience in dealing with the realities of student discipline with your superintendent, and with members of your school board.

The toll of massive suspensions can be measured in educational, economic, and human terms. During the 1973-1974 school year in South Carolina 46,268 students who were suspended missed 147,202 days of school. As a result, school districts in South Carolina lost more than $223,000 in State aid based on average daily attendance.

How much more evidence do we need? Clearly it is in the interest of everyone to begin to develop alternatives to suspension and to make them work for students. Let's get on with our jobs as educators by developing alternatives which will ultimately save kids, save careers, and save jobs. We can either choose to deal with these kids now, within the framework of the public schools, or we can deal with them later in our courts, our jails, and our unemployment offices. Thank you.

Violence By Youth Gangs And Youth Groups As A Crime Problem In Major American Cities

Monograph

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VII: Gang Activities and the Public Schools

The bulk of youth gang members in the largest cities are aged approximately 10 to 21. Youth in the United States are required by law to be in attendance at a public or private school for seven of the 12 years of this age span. Furthermore, as shown earlier, approximately 60 percent of gang-member arrests involve persons aged 17 and below. This substantial overlap between the ages of required school attendance and the ages of customary gang membership, along with the fact that about half of arrested gang-members are school-aged, would lead one to expect that whenever one finds serious gang problems, one would also find serious gang problems in the schools.

Strangely enough, this has not, apparently, been the case in the past. In all of the literature devoted to gangs in the '50's and '60's, very little specific attention was paid to this area. The writings of Frederick Thrasher, whose study of gangs in the '10's and '20's is the most comprehensive ever produced, does not even include a separate chapter on gangs and the schools.[1] Yet, in the 1970's, gang activities affecting the school system are widely perceived as a major problem. In a nation-wide Gallup Poll reported in late 1974, a surprisingly high 60 percent of respondents who provided "seriousness" estimates felt that "student gangs that disrupt the school or bother other students" constituted either a very serious or moderately serious problem in their local schools. In 1975, witnesses testifying before a senate subcommittee investigating violence in the schools repeatedly pointed to youth gang activity as a major contributor to the larger problem of student violence.

What is the character of gang activities in the public schools today, and why are they currently arousing so much more concern than in the past? The present section will address the first issue quite briefly, and the second even more briefly.

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[1] Most of the 10 rather brief references to gangs and the schools included in Thrasher (*Op. Cit.*, 1927). illustrate strikingly the contrast between the gangs of the '20's and the '70's. One gang "dared not openly defy" school authorities; the sanctity of the school as "neutral territory" is noted. M. Klein (*Street Gangs and Street Workers*, Prentice Hall, 1971.) includes two brief discussions of gangs and schools, focussed primarily on methods of behavior change, rather than descriptions of gang activities.

Gang Activities in the Schools

The point of departure for the present discussion is the fact that in the 1970's identifiable youth gangs are operating *within* as well as outside of many schools in major cities, and that the nature of such operations not only poses serious obstacles to the primary mission of the schools—the education of their students—but also poses a serious threat to the physical safety of students and teachers. Table XXIII lists 10 kinds of gang activity or responses to gang activities reported by respondents, or through other sources for the six gang-problem cities.

As in the case of Table XX, no report of the presence of a particular activity does not necessarily mean that it is absent, but rather that information as to its presence was not obtained. Table XXIII shows differences between the four largest cities on the one hand, and the remaining two on the other. Of 40 potentially reportable activities for the four largest cities, 36 (90 percent) are reported, whereas for Detroit and San Francisco, eight of 20 possible activities are reported (40 percent). In the absence of prevalence figures, this would suggest that problems with gangs in schools are at present considerably less serious in the latter two cities.

Nonetheless, the table shows clearly that the schools are a major arena for gang activity in all six gang-problem cities; all six report three important features—the presence of identified gangs operating in the schools, stabbings, shootings, beatings, and other kinds of assaults on teachers, other students and rival gang members inside the schools, and similar kinds of assaults in the school environs. In all cities but one, San Francisco, special security arrangements have been instituted either primarily or partly in response to problems of gang violence. Statements by informants in each of the six cities in response to the survey inquiry as to gang problems in the schools convey some notion of local perceptions.

> The schools of this city have sold out to the gangs. A major development here is the intent by gangs to gain control of the schools, their intimidation of school personnel, and their extortion of children on a large scale. The gangs have browbeaten the school administrators. They have been bought off by being permitted to use the schools as recruiting grounds.
> *New York*

> The schools have become an arena of expression for the gangs; high schools in some districts have become houses for the gangs, and students are being victimized through extortion; gangs recruit openly in school areas.
> *Chicago*

> The gang situation in the schools is frantic. Of the inner-city schools, *all* of them have large gang populations within the schools. Gangs have completely taken over individual classrooms, and would have taken over whole schools if police had not intervened. Once the number of gang members in a class reaches a certain level, the teacher is powerless to enforce discipline.
> *Los Angeles*

> The schools in this city are citadels of fear; there is gang fighting in the halls; there is no alternative but to set up safety zones where fighting will be prevented through force. There is no point in trying to exaggerate the situation; the truth by itself is devastating.
> *Philadelphia*

> The gang problem here is serious—especially around the schools; every member of these gangs is involved in all sorts of crimes, from larceny through murder. Gangs are active both inside and outside the schools. The police have been meeting continuously with school and community people, and at every meeting they come up with a new name for a new gang.
> *Detroit*

> There has been fighting between black and white, and black and Chinese gangs in several high schools—thus far on a relatively small scale. But if they move ahead with plans to integrate the high schools, the gang conflict will make what is happening now look like a picnic!
> *San Francisco*

As in the case of gang violence in general, it is probable that these statements contain elements of exaggeration. It should be pointed out as well that no adequate prevalence data is available for gang activities in the schools, and that there are undoubtedly some or many schools in each of the six cities where gangs present little or no problem. As stated earlier, in huge cities of the kind under consideration here, there may be very substantial differences in the severity of gang-related problems among different sections or neighborhoods. But even when these qualifications are considered, the statements just quoted accurately reflect the perceptions of those professionals who are closest to the gang-school situation in the several cities, and it is these perceptions, in cases where more systematic information is unavailable, which must serve as the informational underpinning of policy formulation.

No information was obtained as to the number of schools in each of the six cities in which at least one gang was operating, but problems currently appear to be most widespread and/or serious in Los Angeles, Philadelphia, and Chicago. Los Angeles respondents said "The problem is so out of hand at all three levels (elementary, junior, senior) that it can't be coped with." "We have had three years of violence and killing in the schools with no real action by the authorities. . . ." "*All* the schools in the inner city have large gang populations." Chicago respondents said "School officials feel the gang problem is city wide." "The teachers feel that gangs are their biggest problem." Philadelphia for the past five years has been running

Table XXIII

School - Related Forms of Gang Activity

Form	N.Y.C.	Chi.	L.A	Phil.	Detr.	S. Fr.	No. Cities Reporting Activity
Identified gangs reported operating in elementary, junior high, or senior high schools	R	R	R	R	R	R	6
Several identified gangs attending same school	O	R	R	R	O	–	5
Gang assaults, shootings, inside schools (corriders, classrooms, etc); teachers, other gang members, non-gang students	R	R	R	R	R	R	6
Gang fights, attacks, shootings, outside schools (playgrounds, environs)	R	R	R	R	R	R	6
Gang members wearing "colors" (jackets, sweaters) in school	R	R	–	–	–	–	2
Intimidation of teachers by gang members (re: reporting gang activities to police, school authorities, appearing as court witnesses, etc.)	R	R	R	–	–	–	3
Gang members claiming schoolrooms, environs, as "gang-controlled" territory	R	R	R	R	–	–	4
Gang members collecting "protection" money from non-gang students	R	R	R	R	–	–	4
Gang members inflict major damage on school buildings, facilities	–	R	R	R	–	–	3
Gang problems require special security arrangements; public/private security personnel patrol school interiors, exteriors	R	R	R	R	R	–	5
No. Activities Reported per City	8	10	9	8	4	3	

R = Reported by respondent
O = Reported by other source

special workshops to instruct schoolteachers in methods of coping with gangs, and the city has set up special crisis intervention teams to be dispatched to the schools during the many times that gang violence erupts or is threatened. One of the few urban communities to collect detailed information on gangs in the schools is the Bronx, which reported that named gangs were operating in at least 32 schools in 1972. A year later, however, gang activity was reported to have lessened, with such activity having become at least less visible.

In both Detroit and San Francisco gang violence in the schools seems less widespread than in the four larger cities. Even so, a Detroit respondent said "On a scale of 10, I would rate the seriousness of gang problems in the schools at 11!" The more serious problems in San Francisco affect schools with substantial Chinese populations, but several respondents expressed fears that gangs in largely black schools are in the process of becoming more active.

Correspondences between elementary school districts and neighborhood boundaries, as pointed out by a Chicago respondent, create a probability that gangs will form around elementary schools, and in fact, the "feeder" process by which students from a larger number of elementary schools attend a smaller number of middle or junior high schools, and then an even smaller number of high schools, has resulted in throwing together gangs from different areas into the same junior and/or senior high schools. Of the 32 Bronx schools containing at least one gang, 26 (81 percent) contained two or more. Los Angeles respondents reported that it was not at all uncommon for five or six gangs from different junior high schools to converge on a single high school, and one high school reportedly contained 10 different gangs. Seven different gangs were reported to be in attendence at one middle school (junior high) in the Germantown section of Philadelphia, and other schools contain similar numbers. Since the gangs coming into the higher level schools are frequently rivals, a high potential for serious violence is created.

Despite increasing attempts to strenthen school security, much of this violence occurs within the schools themselves. Victims of gang attacks include other gang members, non-gang students, and teachers. In all four of the largest cities respondents provided vivid accounts of gangs prowling the school corridors in search of possible rivals, and preventing orderly movement through the hallways. All four cities report open gang fights occuring in the hallways—in some cases with considerable frequency. The shooting and killing of teachers by gang members was reported for Chicago and Philadelphia, and of non-gang students in Chicago and Los Angeles. Shootings and other assaults were also reported to have occurred in school cafeterias, auditoriums, and other internal locations.

Violence also occurs in the immediate environs of the schools, with gang-fighting taking place in schoolyards, athletic areas, and adjoining streets. Such conflict often involves gang members who have dropped out of school or passed the compulsory school attendance age, but who congregate in school areas because the "action" is there. One respondent said "They spend more time around the school after they are no longer enrolled than they ever did when they were." In some cities, notably Chicago, increased security measures have made it difficult or impossible for these ex- or non-student gang members to gain entry to the school buildings themselves, so they wait until student gang members leave the building and use the surrounding areas as arenas of conflict.

Claims of "control" by gang members over specific rooms, zones, and facilities within the schools, as well as over schoolyards, athletic facilities, and other external areas, were reported for the four largest cities. This aspect of school-related gang activity is of particular importance, since it appears to represent a major departure from past practice. Most cities reported a tradition whereby schools had been seen as "neutral territory" by rival gangs, a clearly recognized physical zone within whose limits enmities, vendettas, retaliatory obligations—however strongly maintained on the "outside" were, by agreed-upon convention, held in suspension. (One respondent referred to the "medieval concept of sanctuary.")

In the 1970's this convention seems to have eroded radically, at least in the four major cities. The traditional practice by youth gangs of making claims of special rights of ownership and control over particular areas and facilities in the community ("turf" "territorialization") has apparently in many instances been extended not only to school environs but to the schools themselves. The notion of "control" as applied by gangs to the schools involves several features, including claimed rights to exclusive use of facilities such as cafeterias, basketball courts, and the like, claims of exclusive rights to exercise authority (including the administration of discipline) in the classrooms, rights to collect fees for passage through school hallways as well as for permission to enter and remain in school buildings, and the designation of particular interior and/or exterior locales as exclusive congregating areas ("turf") for specific gangs.

Concern over gang control in the schools was evinced most strongly in Los Angeles and Chicago. Los Angeles respondents said that gangs had "territorialized" whole high school districts, with the "ownership" of particular high schools serving as the victory prize for gang combatants. They told also of gangs gradually increasing their numbers in particular classrooms until they have achieved a "critical mass"—a presence which defeats the capability of the teacher to exercise discipline. A Chicago respondent said "The gangs have simply taken over the schools;" a New Yorker, "The schools have sold out to the gangs;" Philadelphia was forced to close the cafeterias in several major high schools because gangs had claimed the right to control access, seating areas, and other arrangements.

The "intimidation" of teachers and other school personnel was reported for New York, Chicago, and Los Angeles. The major form taken by such intimidation is threats by gang members that the teacher will be beaten or killed if he or she reports violations by gang members of school regulations or legal statutes, or appears as a witness in court preceedings against gang members. A related aspect of intimidation" is re refusal by gang members to accept the authority of the teacher and concomitant claims that the right to exercise classroom authority belongs to the gang members. A respondent in New York, where the school system has been partially "decentralized," claimed that the local semi-autonomous school districts had "sold out" to the gangs, granting them the privilege of recruiting members among the student body in return for promises to refrain from violence. A Chicago respondent, a former teacher, claimed that the teachers were frightened of reporting gang violations not only because of threats by the gang members, but because they had no assurance that their claims would be supported by school principals who were anxious to conceal evidence of violence in their schools (the "concealment" issue will be discussed shortly). He added that three or four teachers in a school might be willing to take a stand, but unable to enlist the support of the other 100, felt powerless to act.

A similar situation was reported for Los Angeles by the respondent who described the process whereby the presence in a class of a sufficient number of gang members effectively renders the teacher powerless. He also described the process whereby gang members establish a beachead of control in one classroom, which they then attempted to extend to the entire school. A Philadelphia respondent, denying the existence of "intimidation" by gang members, admitted that they *did* threaten teachers, but claimed that the teachers' refusal to press charges against gang members arose from a "natural reluctance to testify" rather than fear of retaliatory violence.

One of the traditional activities of urban youth gangs in the community is that of "extortion"–a demand for payment for the privilege of not being assaulted. In the past, the victims of this practice have primarily been younger adolescents or children in the local community, and sums of extorted money have generally been low. Most authorities have thus tended to regard this as a relatively innocuous practice, referred to as a "lunch-money shakedown" or by similar terms. As in the case of turf-control claims, the shakedown extortion practice has now been "imported" from the community into the schools.

Extortion in the schools takes two major forms, one being the traditional "protection" type already noted–payment in order to forestall threatened beatings or worse. But there is also a second type, not traditionally noted–one related to the claims of "ownership" of school facilities made by gangs. This is the collection of money for what one respondent called "the privilege of attending school." On the basis of the gang-asserted premise that they "own" the school and/or its facilities, fees are levied for the right to enter the building, traverse its passageways, utilize its cafeterias and gyms, and so on. A Los Angeles respondent said that the line between this type of "exchange" and outright robbery was extremely thin.

Figures on the extent of these practices and the amounts of money involved have not been obtained. Quarters and dollars were the sums most frequently mentioned; a Philadelphia respondent said that many students customarily keep their extortion money in an accessible place, but hide additional sums in their shoes or elsewhere so as to keep all their money from being taken by the gangs. Several respondents suggested that demanded sums were getting larger, and that since children are reluctant to inform their parents of the reason for their need for money, were being forced to steal from their parents and others to come up with the required amounts. In one case, gang members kept raising protection fees until they reached a point where the parents came to the school in bewilderment, inquiring as to the reasons for the ever-increasing amounts their son was requesting.

The wearing of gang "colors" (jackets or sweaters bearing the gang name) within the schools was reported for the two largest cities. This practice represents a particularly pointed method of flaunting gang membership, since it at the same time defies school rules and proclaims the power and threat of the gang. Fashions concerning the wearing of "colors" are quite changeable, and New Yorkers report that the practice of wearing colors in schools has recently waned in some areas of the city. It should be noted, however, that gang members in those schools where colors are not worn openly do not thereby forego the opportunity to indicate their gang identity. In Philadelphia, for example, there has never been any real tradition of gang colors, but in this city, as well as in Los Angeles, gang members avail themselves of a very wide variety of what some respondents call "distinctive forms of apparel" which readily reveal their gang identity to the initiated. These include broad brimmed hats, ("Brims"), caps of particular colors, a single earring, one white sneaker, special satin trousers, and many others. Wishing at the same time to reveal their gang identity to some and to forestall ready identification by others, gang members frequently change from one of these esoteric forms of clothing or adornment to another.

Gang members undoubtedly participate in the monumental amount of property damage currently being inflicted upon the schools, but the largely secretive nature of such activity makes it difficult to identify specifically those acts of vandalism, arson, and defacement in which gang members are the primary participants. One exception, of course, applied to a relatively mild form of property defacement, grafitti; gang members in Philadelphia, Chicago, and elsewhere cover the walls in and around the schools with names of their gangs and their members. One particularly spectacular instance of property destruction in Los Angeles is widely assumed to be the work of gangs; after one and a half million dollars was put into the complete modernization of a city high school in 1974, gang members broke into the school and "completely demolished everything." Gang members in New York have used explosives such as pipe-bombs and Molotov Cocktails to burn and damage public facilities, and it is not unlikely that some portion of the extensive damage to school facilities has been affected in this manner.

One very concrete indication that gang violence constitutes a highly disruptive force in survey-city schools is that authorities have been constrained, in recent years, to institute and augment arrangements for school "security" that are probably unprecedented. Table XXIII indicates that five of the six gang-problem cities report special security arrangements involving municipal police, private or school-system security guards, and citizen security personnel, in various combinations. While it is impossible, as noted earlier, to isolate exactly that portion of general school violence that is specifically attributable to gangs, there is little doubt that gang activity constitutes a principal reason for these increased security arrangements.

Two of the gang-problem cities, Chicago and Philadelphia, utilize all three types of security personnel just mentioned—municipal police officers, school-department security guards (sometimes off-duty municipal policemen), and civilian security personnel. In Philadelphia, a fourth kind of arrangement is used—emergency response teams summoned in cases of gang violence. While these teams do not include police officers, they carry mobile communications equipment which permits radio contact with city police.

New York uses both city police who are assigned to the schools and a separate school security force. Civilian security personnel as used in Chicago, Los Angeles and Philadelphia are not reported. The only gang-problem city not reporting special security arrangements in response to gang and other youth violence in the schools is San Francisco. In late 1974, after a series of violent confrontations between gangs in several schools, criminal justice authorities initiated proposals for the institution of such measures. However, these were rejected by the school department, claiming that to "have policemen in the schools" would be unduly disruptive to the climate necessary for productive educational activities.

While no statistics have been obtained as to the actual numbers of school security personnel in the five cities and the costs of security operations, a rough notion of the scope of these operations is conveyed by the fact that in Los Angeles the amount of money allocated to school security is higher than that of any other security operation in the city, with the sole exception of the Los Angeles Police Department itself.

Police officials in all five gang-problem cities claim that the placement of officers within the schools has made it far more difficult for gang members to engage in gang-fighting and other forms of assault (Chicago, in addition, attempts to enforce a strict "no outsiders on the campus" regulation), and that the presence of uniformed police (and in some cases plainclothes police) within the school has in fact prevented the situation from becoming worse than it is. Others claim that this policy has simply shifted the major locales of violence from the interiors to the exteriors of the schools. In any event, data just presented as to the kinds of gang activity currently found in the gang-city schools indicates that while police presence may well exert a restraining influence, violent and other criminal activities by gangs in the schools still remain a formidable problem.

Issues Concerning Gang-School Problems

A number of additional issues are relevant to the problem of gangs in schools. but can be treated only in the briefest fashion in the present report. They concern the extent to which school principals conceal or admit problems of violence in their schools; the use by gangs of student populations as recruitment sources; racial aspects of gang-school violence, and the issue of what lies behind the severity of current gang-school problems.

The policies of school authorities with respect to disseminating information concerning their gang problems were raised as an issue by many respondents. The New York situation was described in almost identical terms by most respondents. In the past, they said, school principals had been extremely reluctant to admit the existence of gang problems in their schools—seeing such problems as a direct reflection on their own capacity to maintain internal school discipline. Police complained that concealment and denial by school authorities had unduly delayed the adoption of necessary control measures. Many schools, respondents said, still pursue a policy of concealment, but in an increasing number of cases the problem has become so overwhelming that the principals have been constrained not only to admit its existence and severity, but to adopt policies of cooperation with and use of other service agencies to a far greater degree than before.

The sentiment that "the schools are finally beginning to admit the seriousness of the problem" was also expressed, in various forms, in Los Angeles, Philadelphia, and Detroit, but in some of these cities, and particularly in Chicago, an essentially opposite position was cited. These respondents claimed that let alone trying to conceal their gang problems, the schools were deliberately exaggerating them, in effect scapegoating the gangs in an attempt to cover up their own inadequacies in handling problems of security, race relations, and so on. These opposing characterizations were in some cases forwarded by respondents in the same city. In all probability, an understanding of these apparent contradictions would require further information and analysis.

The practice by gangs of using populations of students for the purposes of recruiting membership was reported for the two largest cities. In New York, as noted earlier, a respondent claimed that the schools had "sold out" to the gangs, promising them free rein in recruiting students in return for no-violence pledges. In Chicago the recruitment problem is regarded as sufficiently serious that not only is recruitment into gangs proscribed by statute, but this offense is classified as a major felony. As in the case of the "concealment" issue, information as to forced conscription by gangs and other aspects of gang recruitment is extremely fragmentary, and any sort of adequate picture would require further research.

One might suppose that the issue of racial antagonism, and its role in general and/or gang-related school violence, would have been a major subject of concern by respondents. Somewhat surprisingly, the race issue was not raised by any of the respondents discussing gang-school problems in the four largest cities. The issue was raised, however, by respondents in Detroit, and San Francisco—appearing here as experiencing problems of lesser seriousness. In both cities the issue was discussed in the context of school integration, and particularly in connection with the possibility that compulsory busing was in prospect. Respondents who raised this issue seemed convinced that additional mixing of racial and/or ethnic groups in the schools would serve as a spur to gang formation. One position projected the likelihood that "defensive" gangs would form in schools now without gangs in the event that potentially hostile students of other races or ethnic backgrounds were to enter the schools. Evidence respecting such predictions is very scanty, and it could also be argued that busing might serve to lessen the danger of gang problems in that it would weaken the territorial basis of gang formation and conflict. The experience of Boston, a city not included in the present phase of this survey, during its initial year of busing to achieve a broader racial mixture, does not support the notion that increased racial mixing in the schools inevitably leads to increased gang problems. Here again, additional information is needed.

A final issue concerning gangs and schools relates to explanations for the activities and practices described here. As already noted, the present report presents no systematic analysis of this very fundamental issue, and the reasons behind increased gang problems in the schools constitute only one aspect of the larger problem of explanational treatment. However, it might be useful at this point simply to report some of the kinds of explanations forwarded by respondents, without attempting to relate them to one another or to any larger explanational scheme. Explanations mostly concerned two issues: reasons for gang violence in the schools, and the role of the schools in engendering the formation of gangs.

A New York respondent claimed that as the schools have increasingly lost their capacity to "hold" students, they are forced out into the streets, where they then form into gangs as a natural development. The spread of gangs was also attributed by other respondents in New York, Los Angeles and Philadelphia to school policies: when schools transfer particularly difficult students who are also gang members to other schools, the transferred student then proceeds to form new gangs or branches of gangs in the new school, thus spreading rather than confining gang problems. In Chicago reasons for the erosion of teacher authority over gang members were couched in racial/ethnic terms, but the postulated processes were explained quite differently for black and

Hispanic gang members. A black ex-teacher claimed that black nationalism had undermined the legitimacy of institutional authority, and particularly school authority, for black youth, without replacing it with any alternative basis of authority; a worker with Hispanic gangs claimed that Hispanic notions of "honor" made it impossible for a gang member to accept the authority of the teacher without suffering a serious loss of face in the eyes of his gangmates.

School policies were widely blamed for contributing to gang formation. Some said classes were so large that teachers couldn't possibly exert effective discipline; others claimed that the training of teachers equipped them very poorly to deal with persons of different ethnic and/or subcultural backgrounds; others said teachers had become too permissive, and that students mistook kindness for weakness. A very strong indictment of the schools was articulated by several respondents on the grounds that overall educational policies had utterly failed to inculate gang members with any sense of identification with or allegiance to the larger social order, providing them no basis for transcending the immediate perceptions, values, and bases of prestige delineated by the subculture of the gang. Explanations in this area, as in others, showed little mutual articulation, and in some instances were directly contradictory.

The question of why gang activities in the school are perceived as a more serious problem in the 1970's than in the past was not addressed directly by local respondents, and even tentative answers must await further analysis. One speculative answer concerns the "holding power" of the schools, claimed by a New York respondent to have weakened, thus forcing adolescents onto the streets and into gangs. It appears equally likely that the public schools are today "holding" more rather than fewer gang-prone youth. Prior to the rights movements of the 1960's schools controlled a variety of methods for extruding youth who posed the most serious discipline problems, among whose numbers gang members ranked high. These included early release for work-related purposes, "continuation" schools, and of course, expulsion.

During the past decade there has been increasing pressure on the schools to "hold" the maximum number of school-aged adolescents—particularly those from minority and/or low income communities. Many of the methods by which the schools were able to extrude "problem" youth became less available to them. This section has presented examples of gang activities (extortion, gang-fighting) which formerly were practiced primarily in the community rather than in the "privileged sanctuary" of the schools. It is not unreasonable to speculate that as more gang members have been constrained to spend more of their waking hours *within* the spatial orbit of the public schools, they become more likely to bring into that orbit those patterns of behavior whose practice had formerly been confined to the outside community. Other possible reasons as well as this require further investigation and testing.

Summary. The phenomenon of gang violence and other gang activities in the public schools in the 1970's commands a degree of concern and attention which is probably unprecedented. One reason for this concern relates to the range and character of gang activities currently conducted both within school buildings and in the school environs. Activities reported for the gang-problem cities include the following. Identified gangs are operating within the school at all three levels-elementary, junior high ("middle" school) and senior high schools. In many instances, several gangs, often rivals, operate within the same school—often two or three, in extreme cases eight or more. This creates a high potential for intergang conflict. Gangs have engaged in serious assaultive behavior within the schools—shootings, stabbings, beatings—with other gang members, teachers, and fellow students as victims.

Gang members above school age or out of school for other reasons customarily frequent school environs, impeding or interdicting passage or entry by non-gang students, attacking rival gang members leaving or going to school, engaging in gang combat, and defacing and destroying school property. In the two largest cities gang members openly wear jackets or sweaters bearing their gang names while in school, and in other cities maintain some distinctive form of dress or adornment that identifies them as gang members. Through threats of violence, in some instances carried out, gang members in many schools have so terrorized teachers that they are afraid to report their illegal activities to school authorities, let alone daring to lodge formal complaints with the police or appear as witnesses in court proceedings.

To a degree never before reported, gang members have "territorialized" the school buildings and their environments—making claims of "ownership" of particular classrooms, gyms, cafeterias, sports facilities, and the like—in some cases applying ownership claims to the entire school. As "owners" of school facilities, gang members have assumed the right to collect "fees" from other students for a variety of "privileges"—attending school at all, passing through hallways, using gym facilities, and, perhaps most common—that of "protection"—the privilege of not being assaulted by gang members while in school. Gang members have covered the walls of school facilities with the names and membership of their gangs, and have participated in serious destruction of school property—ranging from breaking out windows to wholesale damage and looting of schools and school equipment. In the two largest cities, gang members are reported to be using the student bodies of particular schools as recruitment pools—in some instances with the complicity of school authorities—fearful lest their refusal to permit this practice will provoke gang attacks.

In the face of such activities, five of the six cities have been forced to institute vastly increased security measures—including the stationing of uniformed policemen in the schools, use of special school security forces, enlistment of citizen volunteers to perform security functions, and the use of city-wide mobile emergency response teams, ready to move rapidly to city schools when violent incidents occur. No cost figures for such security measures are available, but in one city the cost of security operations for the schools is second only to that of the entire municipal police force.

Traditionally, school principals and other administrators have been extremely reluctant to admit to outsiders the existence of violence within the schools—seeing such violence as a reflection on their own capacity to maintain suitable discipline and control over their students. In the 1970's, however, the severity of gang-related crime and violence has risen to a point where the principals in many instances have been forced to admit the gravity of the problem and their inability to cope with it using school resources alone, and have been turning increasingly to outside agencies for help. In some instances, principals have reversed the traditional policy of concealment and in fact exaggerate the severity of violent incidents in their schools, in an effort to persuade outsiders of the seriousness of their needs for assistance.

Authorities in cities which face the prospect of court-ordered busing for purposes of increased ethnic/racial mixing of student bodies express fears that such policies would aggravate existing gang problems, in that newcomers from communities with gang traditions would either import these traditions with them to new schools, force the formation of defensive gangs in new schools, or both. Evidence to support such developments is not, however, currently available, and it is also possible that increased transfers of gang-members from one district to another might serve to weaken the territorial basis of gang membership.

Reasons for what appears as an unprecedented proliferation of gangs, gang violence, and other illegal gang activities in urban schools in the 1970's are poorly understood. Professionals, apparently taken unaware by the intensity of these developments, have not as yet developed any generally accepted explanations. Reasons currently forwarded tend to be fragmentary, poorly articulated, and sometimes contradictory. One possible explanation derives from the observed fact that gang members in the 1970's "imported" into the formerly "neutral-ground" environment of the schools activities such as gangfighting and extortion whose practice was previously confined largely to the community. This suggests that the schools today may be "holding" within their confines a considerably larger number of youth from communities with gang traditions than formerly was the case, and that these youths, their opportunities to engage in gang activities formerly conducted in the community having been curtailed, have transferred them to the school milieu. Other explanations center on the notion of a society-wide and/or ethnically specific diminution in the acceptance by youth of official authority, including educational authority, increased anger and frustration by minority youth against the institutions of the "dominant" society, and failure by the schools to inculcate a sense of affiliation with the society and/or a sense of social responsibility.

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The mischief and terror of hoodlum gangs
is a big item in the school budget these days,
equaling the cost of employing
50,000 teachers for a year

North, South, East, and West Side Story

BY STORY MOOREFIELD

No teacher made the assignment. Jimmy and 6 of his classmates conceived and developed the idea entirely on their own. And for a group of 16-year-olds, girls along with boys, it was a rather ambitious project. During the four-month planning phase, the project demanded some skill in map-making and in handling tools, not to mention a knowledge of building design and construction, with particular attention to doors and windows. The task called for the boys and girls to understand in some detail the operation of lighting and security systems, which required them to work beyond the normal high-school day. In fact, this phase was better done at night. Then, too, there were odd-hour strategy meetings, which usually had one team member or another expressing concern about the consequences of failure. All this was done under a cloak of secrecy, which avoided arousing the suspicions of parents and friends and gave the project the added kick of a TV spy thriller.

Although the project obviously had a certain educational value, it was not a part of the formal high-school program. Or part of any approved high-school activity. The students' target was the [illegible] file cabinets full of confidential student records in the transcript room. The objective: destruction. The young vandals knew that destroying the records of 4,000 students would disrupt the school's routine and distress the principal and the teachers. It would also do away with all those nasty comments put in the files by teachers and guidance counselors that otherwise could follow students the rest of their lives, so the theory went. It seemed worth the risk.

"We broke in through the incinerator-room window about 11 o'clock one night," Jimmy recalled later. "We had large plastic bags. We were going to stuff the files in the bags and haul them down to the incinerator room and burn them."

All went well until the teenagers reached the transcript room, at which point a serious flaw in the plan was revealed. Four months of careful planning had not taken into account a logistical problem: The night lacked sufficient hours for the students to drag scores of heavy bags down two flights of stairs to the incinerator room.

"Lucky for us," Jimmy said, "the janitors had left the elevator open. Next to the elevator were a lot of empty trash barrels on wheels. With those it was easy. It took only five hours. They handed it right to us."

An anonymous letter published in a student underground newspaper claimed this incident happened a few years ago in a large high school in the Northeast. The letter concluded, "It's been a year now and we haven't been caught, though we burned two flags and left a note. The administration probably didn't want the students to know what they can do."

Commenting on the letter, one official said a second, less obvious crime had been committed—the waste of talent. Bright young people had worked together, learned new skills, and devoted many hours to a cause. A destructive cause. The official wondered what the youngsters might have accomplished if they had put the same energy, patience, and skill into a constructive academic project. Like others, he questioned where and how the system had failed these young people to such an extent that they felt compelled to turn against it. By "system" he made it clear that he meant all relevant social institutions—family, churches, schools, police, and juvenile courts. He also blamed the antisocial behavior so often glorified in rock music, magazines, television, and other media that influence young people.

Educators agree that vandalism and violence have become two of the most serious problems confronting the nation's schools. Students who vent their frustrations by destroying school property and terrorizing teachers and fellow students have brought learning to a virtual standstill in some school districts.

Vandalism alone, ranging from washroom graffiti to arson, now costs schools more than a half billion dollars a year. That's more than the country's 16,000 public school districts spent on textbooks in a recent year. It's enough to hire 50,000 experienced teachers without increasing taxes by a single cent. And it's money that's desperately needed for more useful purposes. In financially pressed school districts, funds diverted to security systems and property repair can force teacher layoffs and cutbacks in instructional programs, athletic activities, and field trips. For example, Los Angeles County spends $4 million a year to counteract vandalism. Its school security force is the second largest police department in the country.

In Congress, Senator James Eastland's Internal Security Subcommittee recently heard testimony to the effect that there may be a national underground movement to encourage student vandalism. To acquaint

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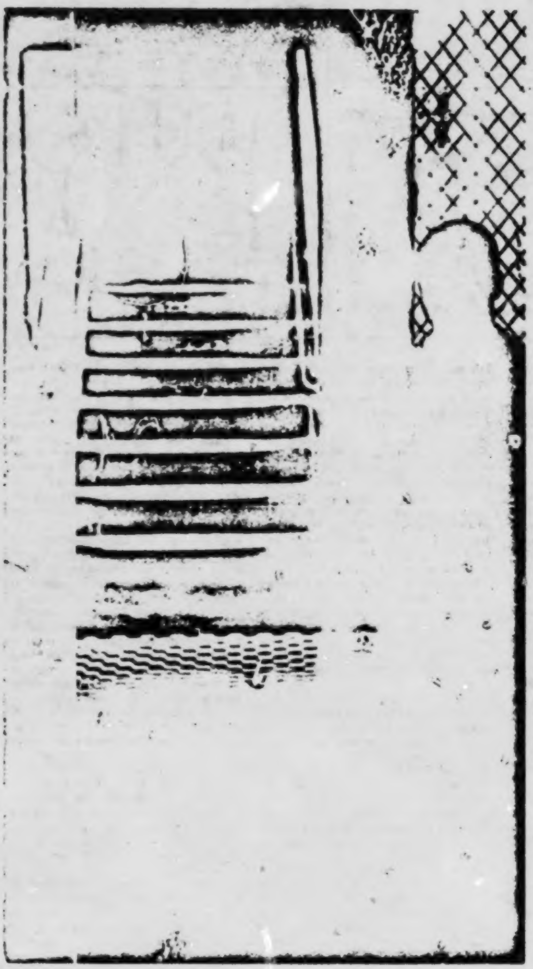


school administrators and others in positions of authority with the nature of the threat, the subcommittee last summer published a limited edition of a pamphlet that's been available to students for some years. Called "The School-Stopper Textbook—Handbook for School Disruption and Violence," the pamphlet sells for 25 cents a copy through a Michigan post office box. It lists 84 ways to harass school personnel. Students are encouraged to impersonate their parents in irate telephone calls to the principal. Or to turn loose all the animals in the biology laboratory. Buried in the long list of harassment tactics is the suggested felony that especially disturbed Senator Eastland's subcommittee: "Break into your school at night and burn it down."

Unlike vandalism, no dollar value can be placed on violence. There is no way to price human conditions like fear, apprehension, tension, and nervous exhaustion. Each year there are some 70,000 physical assaults on teachers and hundreds of thousands of assaults on students. Security people in many big-city schools advise teachers never to remain alone in their classrooms, even with the doors locked, and never to send an unaccompanied child on an errand through unguarded hallways. After extensive hearings by his Subcommittee to Investigate Juvenile Delinquency, Senator Birch Bayh undoubtedly spoke for many teachers when he said, "The primary concern in many modern American schools is no longer education but preservation."

Who are the young vandals? Many are students in the school they terrorize. Some are suspended or expelled students bent on settling a grudge. Others are outsiders, usually jobless dropouts with too much time

on their hands and too little money in their pockets. Most are boys, although girls have been known to perpetrate vicious attacks on other girls. Whoever they are, the young hoodlums seldom act alone. They join forces for mutual protection and greater effectiveness.

Twenty years ago youth gangs, after the fashion of the "Jets" and the rival "Sharks" of *West Side Story*, staked out a neighborhood "territory" and protected it against competing gangs. In gang wars fought with knives, chains, and clubs, members were injured and even killed; but outsiders were seldom the victims. Youth gangs today are different. They prey on innocent bystanders, and their weapon is usually a handgun. A recent study carried out for the U.S. Department of Justice's Law Enforcement Assistance Administration reported that youth gangs in some large cities regularly take control of school cafeterias, playgrounds, and hallways, shaking down students for permission to use these publicly supported facilities and threatening teachers and administrators who try to intervene.

It is estimated that New York City by itself has 350 gangs with up to 20,000 members. The city spends $13 million a year to replace damaged school property and to pay for security systems. Still, it has 200 gang-related homicides annually.

Other large cities have similarly high homicide rates. Superintendent William Johnston of the Los Angeles Unified School District says the public attitude toward firearms is partly to blame. "People come out as patriots and defend the gun," he points out, "but kids are shooting one another with those guns."

In November of 1976, the sponsors of American Education Week—the National Education Association, American Legion, and U.S. Office of Education—felt compelled to focus national attention on the havoc being wrought in the nation's schools. As a slogan for the week-long observance of education's importance to America, they selected "The schools are yours. Help take care of them." The sponsors called on school administrators, teachers, parents, students, law-enforcement organizations, and business and civic groups to work together in an effort to eliminate the causes of rage and frustration that set young people to wantonly destroying property and violently attacking teachers and students.

In an effort to identify some of the causes and offer possible solutions, Senator Bayh's subcommittee had already surveyed more than 750 public school districts and taken testimony from over 400 witnesses. As expected from the large sampling of opinion, no single cause and no simple solution emerged.

Parent groups seemed to feel that schools had gone too far in relaxing academic and disciplinary standards in the late 1960s in response to student demands for "relevant" education and fewer personal restrictions. When schools began to ask less of students, contended many parents, the youngsters lost their sense of direction and began to drift academically and socially. The result was a decline in academic performance and a corresponding rise in the school dropout and juvenile-crime rates.

That academic failure and crime go hand-in-hand was supported before Senator Bayh's subcommittee by a California juvenile-court judge who said that increasing numbers of young people coming before juvenile courts are functionally illiterate. These juvenile offenders, the judge reported, are often four to eight grades behind their age group in reading.

Responding to the criticism of parents, educators told the subcommittee that school vandalism and violence reflect the growing permissiveness of society itself. The old rules and values governing family life, parental responsibility, and codes of conduct no longer seem to apply to any age group. Educators said it's small wonder that immature young people have pursued the new social freedoms to excess. They explained that schools must often deal with the destructive actions of students growing out of the pressures and frustrations generated in the home, and that parents are oftentimes unable or unwilling to help.

Wherever the new permissiveness first got out of hand, whether in home or school or both simultaneously, nearly everyone agrees that long-term solutions must focus on a return to discipline and on citizenship education—in both school and home. Parents need to set moral and ethical guidelines, because they, not the schools, are primarily responsible for the beliefs, attitudes, and convictions that are passed on to their children. Still, schools with their structured curriculums can do much to support parental efforts. Ewald B. Nyquist, New York State Commissioner of Education, says flatly, "The biggest curriculum change in the next decade will be citizenship education...it's time we realize the schools have done very little to make kids think about moral values."

Over the short-term, many education leaders see the need for tighter security and more discipline even as schools gear up for expanded citizenship training programs. John Ryor, president of the National Education Association, says

VANDALS
WERE HERE

that "stricter discipline procedures are being sought [by NEA affiliates] through negotiations with school boards, through legislation, and through community relations programs in cooperation with parents." And Albert Shanker, president of the American Federation of Teachers, holds a similar view. "We need to crack down directly on the problems of assaults, extortion, and vandalism through better discipline and security measures," he says. "But we also need to start reaching children early enough to foster positive learning attitudes that will head off the syndrome of failure."

Although vandalism and violence have become grave problems nationwide, the overwhelming majority of local school districts are acting decisively to deal with their own problems. Combining tight security with programs designed to appeal to students after school hours, many districts have had a steady decline in juvenile crime statistics and costs.

School security. Since vandalism-related repairs became a major budget item about five years ago, most school districts have taken steps to reduce "targets of opportunity." Window glass, traditionally the number-one target, is being systematically replaced in older building with nonbreakable plastic panes. New schools are designed with windows only on the upper floors, beyond the reach of rock throwers. Typewriters, movie projectors, and other expensive equipment are either bolted to tables or locked up at the end of the school day. And most schools now have night-time lighting on building exteriors and electronic security systems that automatically alert police to after-hours intruders. Flint, Michigan, has had some success in reducing vandalism by keeping schools open for community activities in the evening, though school officials acknowledge that most vandalism occurs after the evening activities conclude at 10 o'clock. Fairfax County, Virginia; Osseo, Minnesota; and Brooklyn, New York, are among the communities that have asked residents living near schools to report night prowlers to police. And a few districts are experimenting with around-the-clock residents on the school premises, usually a family living in a trailer with the responsibility of reporting any unusual noises or activity in or near the school at night.

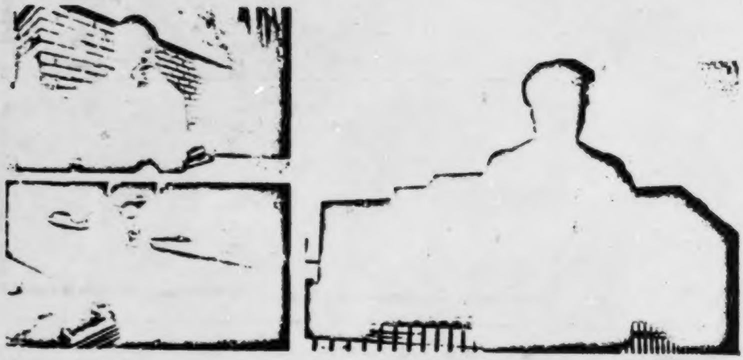
Student involvement. While security for school buildings is obviously needed, it's not the answer that security people like to emphasize. Peter Blauvelt, school security chief for Prince George's County, Maryland, says, "If you build a better mousetrap, you only create a smarter mouse. If you grow so security-conscious that you're creating a prison atmosphere, you get to the point where you actually challenge vandals. It becomes a 'let's break the system at any cost' attitude."

Knowing that students who steal cars, rob lockers, and pilfer wallets, purses, and other personal property, and who physically assault others do so mostly at the expense of other students, Prince George's County has organized student security advisory councils in most of its high schools. These volunteer groups are chosen by the student body to patrol parking lots and locker areas, monitor school dances, and generally to work with the principal and school security force in developing overall security measures. Council members also brief their classmates on the security responsibilities of every student.

The student security councils seem to be working. From June 1973 to June 1976 the county reported a 27-percent decline in personal-property thefts and a 63-percent decrease in physical assaults. Unfortunately, the statistics also revealed a serious new problem in student behavior: Incidents involving narcotics in the 12-month period climbed 79 percent.

Police as partners. Minneapolis started a Police-School Liaison Program a decade ago that has significantly reduced juvenile crime in its schools and community. A police officer specially trained in youth psychology and delinquency prevention is assigned to each of the city's high schools. He wears no uniform or badge and carries no side arms. His primary job is to get to know the students, their families, and neighborhoods so well that he can sense trouble and head it off before it starts. This officer visits homes and makes the rounds of hamburger shops, basketball courts, youth centers, and other places where teenagers congregate. He is also alert to other opportunities that would keep him in close touch with youngsters. He may volunteer to be a ski instructor, for example, or a boxing coach, or camping guide. Because students come to trust him, he is likely to hear about the newly formed youth gang or the student peddling marijuana before the situation gets out of hand.

Parental responsibility. Still another way to combat vandalism is to hold parents responsible for the cost of replacing damaged school property. The drawback here is that the youthful offender needs to be identified, and that rarely happens. School districts usually recover only a small part of their losses due to vandalism, but it's the precedent that counts. As one security officer explains, "The only way to get the attention of



some parents is to hit them in their pocketbook."

A cheerful environment. In addition to a police-liaison program similar to that in Minneapolis and after-hours use of schools by senior citizens and other community residents, Arlington County, Virginia, is fighting vandalism with a paintbrush. Banished are the dull gray walls that invite graffiti and dim the spirits of impressionable young people. From classrooms and hallways to library and gymnasium, Arlington County schools are now light and airy, with wall sections of vivid orange, blue, and yellow, interspersed with sparkling white panels displaying student artwork. The carpeting matches the walls. And the buildings are air-conditioned. Assistant Superintendent Joseph Ringers Jr., laughs at the notion that the county has created country clubs instead of schools. "Even more than adults," he says, "young people respond to a cheerful environment in positive ways. They will protect what is beautiful just as they will deface what is ugly. We believe the upbeat approach has kept vandalism from becoming a major problem in our district."

Alternative schools. Severely alienated teenagers don't often respond even to color and carpeting. For them the high school with a thousand or more students is too big and impersonal. To reduce classroom disruptions, school officials with no other option are forced to suspend or expel these pupils. This in effect leaves them free to wander the streets and sometimes to contribute to the mounting juvenile-crime rate.

For these troubled youngsters a small alternative school may be the answer. For instance, Los Angeles has established seven alternative schools, each serving about ten pupils who have records of suspension or expulsion. These schools offer intensive tutoring in the basic learning skills and stress confidence-building activities. They prepare pupils to enter a regional occupational center for learning job skills rather than return to the high school that most likely contributed to their problems. The thought is that, given the ability to hold a job, these formerly intractable youngsters will seek employment instead of getting their spending money by extortion. The alternative-school program costs about $3,000 per pupil, as compared with $10,000 for each youngster sent to a maximum-security detention home.

Generally, school officials feel they are on the right track in dealing with juvenile crime. They hope the need for security forces and electronic alarm systems will rapidly diminish as citizenship education, alternative schools, and other student-oriented options take hold. They emphasize the role of parents in teaching their children respect for the sanctity of other people's lives and property as well as their own. At the same time, they know that growing up in America these days is hard on children. Youngsters need all the understanding and support they can get—from parents and from schools.

It may very well be that, through acts of vandalism and violence, young people are trying to tell us something. Though we may not approve of their unconventional methods for attracting attention, it would not be improper for us to listen. ☐

Last month, in response to pressures from educators around the country who want additional help in fighting school violence and disruption, the U.S. Office of Education in cooperation with the Law Enforcement Assistance Administration began a $3.2 million program that will draw together resources from four sectors: the public school system, community, university or college, and correction agency. The program has two parts:

OE's Alcohol and Drug Education Program will use one-third of the grant to launch a one-year experiment using the school-team approach. Teams of seven will be trained from 60 schools yet to be selected. Each team will have an administrator, a teacher, counselor, school security officer, local juvenile justice system representative, and two community members (one to be a student). The teams will study strategies which have proved effective in reducing school violence.

OE's Teacher Corps will carry out the second part of the program, enlisting junior and senior high-school students, public school and university educators, law enforcement persons, and community members in ten low-income areas located in Arizona, California, Colorado, Georgia, Illinois, Indiana, Maine, Maryland, Michigan, and Vermont to demonstrate ways that student-based efforts can reduce crime, violence, and disruption in school. The students—many of them with histories of disruption—will design and implement their own programs. The separate Teacher Corps Youth Advocacy projects in the ten low-income areas will coordinate their efforts with the new program.

COMPREHENSIVE HUMAN DEVELOPMENT PROGRAM FOR YOUTH THROUGH ALTERNATIVE EDUCATION

A POSITION PAPER

We would like to commend Senator Birch Bayh and Representative Edward Roybal for their initiative in developing this amendment to the Juvenile Justice and Delinquency Prevention Act of 1974. This amendment cited as the "Juvenile Delinquency in the Schools Act of 1977" strikes at the core of crime in the schools by enabling alternative education programs to be implemented that will accomplish the goal of making education meaningful for young people who have given up on our educational institution.

The responsibility of passing legislation of this kind is of paramount importance at this time. Every congressional representative must be acutely aware of the needs of all of our young people especially those within the large urban centers of our nation. The effects of crime, vandalism and juvenile delinquency on the school system is easily documented. What remains is a test of the ability of our government to address itself to the needs of it's citizenry.

Legislation of this kind provides the government with a limited tool to rectify the educational mistakes of the past. This tool is limited because it does not provide for massive alternative educational programs that are desperately needed by the country's student population. It is however a step in the right direction.

The purpose of this presentation is to raise the level of awareness of elected officials to the vital need for a nationwide program of alternative education. The problems of New York City will be used as a symbolic representation of all of the nation's large cities. What follows is a description of the significant problems of our youth and a proposal that when implemented will significantly reduce juvenile crime, and delinquency wherever it exists throughout the country.

Introduction

Education of poor, minority group students in inner-city as well as small suburban towns of the nation has been in continuing crisis for decades. The serious educator has discovered that the typical American school is ill-suited to respond effectively to the needs of large numbers of poor minority group students. Children in inner-cities schools where the curriculum is primarily academic and cognitive in nature, have had educational processes, and teaching styles inflicted upon them to such an extent as to allow them to graduate from high school as functional illiterates. These children are the victims of years of educational neglect, indifference and irrelevant educational opportunities in spite of the fact that many possess high levels of intellect. Traditionally oriented curriculum specialists and scholors have failed to design, develop and implement new teaching theories and educational practices geared towards meeting the needs of urban children. The vast institutions of education, except in isolated cases, have failed to change from traditional educational processes, to varied alternative approaches to educating the young. This failure is reflected every year in the number of students failing academically, socially and emotionally and who eventually drop out of school.

Alternative Education

To bring about significant changes in educational processes, a vast system of alternative education practices must be developed and implemented. To this end a Comprehensive Human Development Program For Youth Through Alternative Education is proposed.

Alternative education is seen as the blending of affective and cognitive principles of education. The school curriculum should be based on the learning style of the children it serves, focusing on the way the students learn best. Student concerns should be considered, his concerns about himself, connections to important others and controls that he has over his own life must be of paramount importance. The need for relevance should be a common modality in all facets of education. That to a great extent alternative education is geared towards relevancy to its target population, so that school is not a phony but reality oriented and based on the diagnosed needs of the children.

The principles and objectives of alternative education are based on the principles of human behavior and mental health. These principles focus on factors such as heightened personal and interpersonal awareness, the utilization of academic and vocational skills, social and political involvement and a variety of personal learning experiences. Conceptually alternative education is rooted in the belief that undesirable behavior and academic failure can be prevented by diverting the students attention toward mutually agreed upon relevant, acceptable learning activities. Unless education for the poor and minority student changes in the very near future, another decade of children will be the victims of a life of frustration, misery, and economic failure.

The Comprehensive Human Development Program For Youth Through Alternative Education is an educational service that focuses on psychological and counseling services, academics, career and vocational guidance, and family and community involvement, on the life needs of every program participant. The goal is to develop educational systems that assist the student to grow into a socially mentally healthy adult who is ready to take a place in the economic world in which he lives.

The uniqueness of this program is rooted in its approach to delivering a comprehensive educational service to program participants. Students are provided a full academic program geared towards their intellectual development. A program of individual and group counseling where necessary will be implemented by a trained staff of specialists. The goal is to provide psychological and human development services to program participants, that will maximize their ability to take on positive values, bring about attitudinal changes, while developing problem solving skills that result in learning new, positive behavior patterns.

At the same time students are given the opportunity to explore the world of work. They will be given an opportunity to learn pre-job training skills by visiting agencies and organizations that allow young people to discuss individual careers and jobs with people who are actually doing the work. When students are motivated to select a job they want to do, a complete academic and vocational program is developed for him. The student will receive academic instruction and on-the-job training in the field he has selected. This training could be in the field of medicine, law, electronics, carpentry, plumbing and other trades or professions.

The primary focus is continued developmental processes of the total child through a comprehensive educational program.

Background

The need for a vast program of comprehensive alternative education for New York City is obvious. Tremendous losses in revenue for educational programs has almost crippled the system's ability to deliver quality education to the majority of its children. Supportive services from the Bureau of Child Guidance, Bureau of Educational and Vocational Guidance, Bureau of Attendance and Family Workers has been almost eliminated. The rate of academic failure has reached epidemic proportions. Two of three 9th grade students are below the national norm in reading. During the 1975-76 school year the high school population was 315,308 students. The attendance rate was 73.43 percent which translates into an absentee rate of approximately 26.5% each school day. Almost 200,000 pupils were absent daily.

In the 1975-76 school year the Junior High School population was 228,910. The attendance rate was 82.6%. This indicates that 17.4% of the student population was absent each day. This figure does not include in-school truants who cut class or students who check into home room then leave the school.

There were over 23,000 suspensions and 37,000 discharges of students from the cities schools. The most obvious results of truancy and dropping out of school is seen in terms of the underutilization of valuable city human resources. Society is geared to rewarding those who continue their academic and/or vocational training the longest. Consequently those young people who fail to adhere to societal rules and regulations are punished and fall far short of realizing the so called "Great American Dream." In the final analysis the human waste is seen in crime, and social and economic deprivation. These losses cannot be measured statistically, the human waste can be seen on the streets of New York City every day

This is a graphic illustration of why new legislation dealing with juvenile justice and delinquency is so necessary today. The loss of supportive services in the city would indicate that massive funding changes are necessary. The 1975-76 school year was a peak year for the Bureau of Child Guidance. The budget was 13.6 million for school psychologists, psychiatrists and social workers. This year the real budget cut is set at 4.2 million dollars, leaving 9.4 million dollars for the Evaluation and Placement Unit, Children who are Educationally Handicapped, teachers and other services. The cuts have left 2 psychologists, 2 social workers, and 1 psychiatrist in some districts. Other districts may not have one or more of these services provided.

At its peak the Bureau of Attendance employed approximately 532 attendance teachers. They have been cut to 234. Each day absenteeism and truancy costs the city almost $800,000 in state aid. There is a common breakdown of attendance at all school levels, with the senior and junior high schools leading the list. In some districts there are no attendance teachers servicing the schools that need this service desperately.

The same can be said for the Bureau of Educational and Vocational Guidance. At it's peak approximately 3734 guidance counselors were employed. That figure is down to 1664. The net result is another loss of vital services in the impacted areas of a city that can least afford to lose any services at all.

During the period 1970-74, many creative, innovative approaches to education were developed and implemented in New York City. Many of these programs were supported by a seemingly bottomless well of funds from a variety of funding sources. Large business instititions became involved in developing teaching systems that were geared towards educating minorities, the poor and educationally disadvantaged. Educators with unparelleled sums of money were tripping over themselves to try out the newest teaching system.

Education became a new monetary source for business organizations that applied the principles of systems management to shiny, new teaching machines that were geared towards meeting the educational needs of inner city children. Some of the programs were highly successful. Others may have been just as successful but were dropped for a variety of reasons. They were too costly, some received poor evaluations, the equipment or hardware of others did not function properly and could not be maintained. On the surface there was nothing to worry about. There were many new programs to select from. Write a proposal, there was always a funding source available. But something happened within the last three years. The bottom fell out of the bottomless pit of funding sources. Educators are now forced to face the problems of educating the poor, minorities and educationally disadvantaged without massive funds of money in a system that has traditionally failed the inner-city child. Once again the problems of academic failure, low self esteem, truancy, dropping out of school and substance abuse and drug related crimes are reflected in human terms.

A pilot program of alternative education must be implemented to halt the obvious results of inferior education.

Objective

The establishment of a Comprehensive Human Development Program For Youth Through Alternative Education must be of top priority to government officials at all levels. It has been proven in many isolated instances, that alternative education programs can and do reduce the number of school suspensions, the rate of dropping out and what is most important is that juvenile crime is reduced to the extent that it becomes manageable within the school and local community. A brief description of a comprehensive alternative education program follows:

Selected students in elementary and junior high schools would be identified and assigned to alternative classes or schools which would provide academic, clinical, extra curricular and career guidance services. Students will fulfill part of their academic requirements in reading, math, science, etc. during designated morning periods. Two or three afternoons per week will be utilized by having students attend a skills training program in Manpower Training facilities, Wildcat and Opportunities Industrial Centers. Students will work in apprenticeship programs in order to better prepare for future life. This training will continue through high school. Student participants will also have the benefit of a peer leadership program, group and individual counseling as well as activities such as art, music, chorus, band. etc. A broad based program of this type provides students with the kind of preparation for the academic and vocational world that they will need in order to function as viable adults.

The nature of the school curriculum, it's content, materials, methods, and goals of teachers will be designed to bring relevancy into the educational lives of the inner-city child. Explicit connections into student concerns, their identity and sense of power over their lives will be developed. By providing a sound alternative education to inner-city children we will stem the tide of failure and save a generation of children from the depths of deprivation.

It must be stated that there are many programs in existance all over the nation that combine one or two program modalities that we have outlined in this paper. It must also be stated that no program in the nation combines all of the program modalities into one comprehensive system, that is geared towards developing the total child, strenghtening his family unity and community, while teaching him a saleable job skill for the future. This kind of program eliminates dysfunctional behavior and negative attitudes that manifest themselves in different forms of self destructive, anti-social behavior, by maximizing the potential of our youth to succeed academically, socially, emotionally and in the world of work.

The goal is to start the alternative education program early enough to prevent serious failure in all life areas as it relates to the growth and development of our youth. In this program there is no need, no time to become involved in juvenile crime, drugs and negative behaviors that lead to failure as a human being.

What must come out of these hearings is special legislation that provides for a nation-wide system of federal support for alternative education in it's true sense. The legislation on Juvenile Justice and Delinquency Prevention is a step in the right direction. It is not enough but it shows that our elected officials do have the intestinal fortitude and foresight to recognize that the educational problems in our cities today, may be tomorrow's time bomb waiting to explode and cripple our nation's human resources.

In the final analysis the Comprehensive Human Development Program For Youth Through Alternative Education, must become one of the basic foundations on which education is built in this country. Unless the educational system undergoes a complete metamorphosis, too many students will reach adulthood unable to function as productive human beings. Therefore, support for this kind of educational program must come from all levels if our educational institution is to become a meaningful tool of our society.

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Chesler, Mark A.
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Clement, Stanley L.
School vandalism--causes and cures. NASSP [National Association of Secondary School Principals] bulletin, v. 59, Jan. 1975: 17-21.
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Contrasting solutions for school violence. Phi Delta Kappan, v. 57, Nov. 1975: 175-178.
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The congressional campaign against crime in the schools. Intellect, v. 102, Oct. 1973: 27-28.
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Cross, Jeannie.
Why so much violence in the schools? American vocational journal, v. 51, Mar. 1976: 28-30.
Explains how vocational education can help alleviate the problem of school violence.

DeCecco, John P. Richards, Arlene K.
Civil war in the high schools. Psychology today, v. 9, Nov. 1975: 51-56, 120.
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Ertukel, Dee.
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Greenhalgh, John.
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Hilldrup, Robert P.
The PR aspects of school violence. Current municipal problems, v. 18, winter 1977: 334-340.

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Irwin, James R.
Vandalism--its prevention and control. NASSP [National Association of Secondary School Principals] bulletin, v. 60, May 1976: 55-59.
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Isaacs, Charles.
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Koch, E. L.
School vandalism and strategies of school control. Urban education, v. 10, Apr. 1975: 54-72.
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Planning assistance programs to reduce school violence and disruption. [Washington] Law Enforcement Assistance Administration, 1976. 151 p.

McGowan, William N.
Crime control in public schools: space age solutions. NASSP [National Association of Secondary School Principals] bulletin, v. 57, Apr. 1973: 43-48.
Shows how two technological systems are helping in aiding control at the John F. Kennedy High School in Sacramento, Calif.

McKenna, Jeremiah.
Crime in the schools. New York affairs, v. 1, winter 1974: 3-13.
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Moorefield, Story.
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More muscle in the fight to stop violence in schools. U.S. news & world report, v. 74, Apr. 16, 1974: 113-116.

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Violence in our schools. Columbia, Md. [c1975] 52 p.

Neill, Shirley Boes.
Violence and vandalism: dimensions and correctives. Phi Delta Kappan, v. 59, Jan. 1978: 302-307.
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Parsons, Cynthia. Lee, Eloise.
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Rader, Herschel.
The child as terrorist: seven cases. School review, v. 84, Nov. 1975: 5-41.
Uses case histories to show the different kinds of violent behavior that can terrorize students and teachers in a school and provides recommendations for how this behavior can be changed.

Richardson, Don R.
Combating vandalism in the schools. NASSP [National Association of Secondary School Principals] bulletin, v. 60, May 1976: 60-65.
"Vandalism is a major problem in the schools today, and the first step in combatting it is to develop clear, specific, and enforced rules for your school."

Ruchkin, Judith P.
Does school crime need the attention of policemen or educators? Teachers college record, v. 79, Dec. 1977: 225-243.
Reviews various studies on school violence such as the one by the Subcommittee to Investigate Juvenile Delinquency and the report issued by the National Committee for Citizens in Education.

Schnabolk, Charles.
Safeguarding the school against vandalism and violence. Nation's schools, v. 94, Aug. 1974: 29, 32-34, 36.
Describes different equipment that can be used to protect educational buildings from damage.

Terror in schools. U.S. news & world report, v. 80, Jan. 26, 1976: 52-55.
"What's happening in the schools is more than a crime problem. It's damaging education. Officials crack down. But nothing seems to work."

Tobias, Jerry J.
Suburban school vandalism--a growing concern. Journal of police science and administration, v. 5, Mar. 1977: 112-114.
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U.S. Congress. Senate. Committee on the Judiciary. Subcommittee to Investigate Juvenile Delinquency.
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Our Nation's schools--a report card: "A" in school violence and vandalism. Washington, U.S. Govt. Print. Off., 1975. 39 p.
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Vandalism. Nation's schools, v. 92, Dec. 1973: 31-37.
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VanPatten, James J.
Violence and vandalism in our schools. Educational forum, v. 42, Nov. 1977: 57-65.
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Violence in schools: now, a crackdown. U.S. news & world report, v. 78, Apr. 14, 1975: 37-40.
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Walker, Milton G.
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Weiss, J. Norbert.
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Williams, Albert H., Jr.
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Wilson, James Q.
Crime in society and schools. Educational researcher, v. 5, May 1976: 3-6.

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Wolfgang, Marvin E.
Freedom and violence. Educational researcher, v. 5, May 1976: 7-10.

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